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CANADIAN THESES ON MICROFICHE

THÈSES CANADIENNES SUR MICROFICHE

NAME OF AUTHOR/*NOM DE L'AUTEUR* Jeremy Joseph Simms

TITLE OF THESIS/*TITRE DE LA THÈSE* The Dynamics of the Implementation of Curricular Innovations

UNIVERSITY/*UNIVERSITÉ* University of Alberta

DEGREE FOR WHICH THESIS WAS PRESENTED/ *GRADE POUR LEQUEL CETTE THÈSE FUT PRÉSENTÉE* Ph.D.

YEAR THIS DEGREE CONFERRED/*ANNÉE D'OBTENTION DE CE GRADE* 1978

NAME OF SUPERVISOR/*NOM DU DIRECTEUR DE THÈSE* Dr. R. Gordon McIntosh

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THE UNIVERSITY OF ALBERTA

THE DYNAMICS OF THE IMPLEMENTATION OF CURRICULAR INNOVATIONS

by

© JEREMY JOSEPH SIMMS

A THESIS
SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE
OF DOCTOR OF PHILOSOPHY

DEPARTMENT OF SECONDARY EDUCATION

EDMONTON, ALBERTA
FALL, 1978

THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled THE DYNAMICS OF THE IMPLEMENTATION OF CURRICULAR INNOVATIONS submitted by JEREMY JOSEPH SIMMS in partial fulfilment of the requirements for the degree of DOCTOR OF PHILOSOPHY.

R. G. McIntosh
Supervisor

James B. Parsons

M. Van Manen

Michael Fullan
External Examiner

Date July 11, 1978

TO MY WIFE, PHYLLIS AND MY SONS, MATTHEW AND NATHAN -- WITHOUT WHOSE UNDERSTANDING, SUPPORT AND SACRIFICE THIS STUDY WOULD NOT HAVE BEEN POSSIBLE.

ABSTRACT

The failure of many educational innovations may be attributed to problems associated with the implementation process, but very little is known about this phenomenon. This case study constitutes an attempt to identify those factors whose dynamics determine the degree to which an authority-adopted innovation is actually implemented by its designated users.

In the Spring of 1973 the Alberta Department of Education formally adopted a new Elementary Language Arts Program which school districts throughout the province were required to implement. To facilitate program implementation in more than 60 schools within its jurisdiction, the Edmonton Separate School System employed an elaborate three year phase-in strategy known as the Program Implementation Process (P.I.P.).

This case study focuses on two schools: the degree to which 14 teachers of grades two and six were actually implementing the new program during the final (1975-1976) phase of its deployment, and factors which account for this degree of implementation.

Degree of implementation is defined here as the extent to which the designated users of the innovation have internalized the new program: understand it, support it, are utilizing it and possess the competencies needed to utilize it on an on-going basis. Data on the degree to which teachers were implementing the new Language Arts Program were gathered through teacher interviews, a classroom observation schedule, facilitator questionnaires and analysis of documents.

Making use of a tentative conceptual framework generated from previous case studies and writings in the literature, the investigator has identified and carried out a detailed analysis of three sources of determinants affecting program implementation: the innovation (the Language Arts Program); the designated user system (the two schools); and the implementation strategy (P.I.P.). Data were gathered through the use of an analysis of program and project documents and interviews held with project officials, teachers and principals. The administration of a detailed questionnaire to all 15 language arts facilitators, together with the investigator's own general observations were the other data-gathering procedures utilized.

The investigator found that the teachers of grades two and six at Eastside and Westside Schools were not implementing the new program during the Spring of 1976. This situation may be explained in part by the fact that the innovation, which was judged to be a good program, was difficult to implement. In addition, the characteristics of the schools indicate that as intended user systems they were not particularly prepared for the implementation of such an innovation. Finally, the implementation strategy was not only ineffective, it actually proved to be counter-productive in certain instances.

Among the most important conclusions drawn from this study are those associated with these inadequacies in the implementation strategy.

First, the design of the implementation strategy was not based on an analysis of the interrelationship between the attributes of the innovation (the program) and characteristics of its user systems (the schools).

Second, there was no clear statement of the goals, objectives and priorities of the implementation strategy.

Third, there was no clear operational description of the constituent elements of this strategy, together with a statement of the objectives of each.

Fourth, there was no viable procedure for the on-going evaluation of the implementation strategy being utilized.

Finally, there was a lack of precision in the way the implementation strategy was operationalized.

ACKNOWLEDGEMENT

I would like to express my gratitude to Dr. Gordon McIntosh, Chairman of my Supervisory Committee, whose encouragement, guidance and effort made the work involved in this study an enjoyable experience in personal growth. I would also like to thank Gordon's wife, Norma, for the hospitality shown to me during the final preparation of this dissertation.

Thanks are also extended to members of my committee, Drs. Glen Eyford, Ernie Ingram, James Parsons and Max Van Manen for their valuable advice and time.

A special thanks goes to Dr. Michael Fullan of the Ontario Institute for Studies in Education who, in his capacity as External Examiner, gave encouragement and suggestions which were greatly appreciated.

I would like also to express my appreciation to the officials of the Edmonton Separate School System for having the courage to allow this external evaluation of P.I.P. and for their cooperation in seeing it completed. In particular, I would like to thank Miss Mary Cossitt, Supervisor of Elementary Language Arts, for her efforts in facilitating this work. To the teachers and principals of Eastside and Westside Schools, and to all 15 language arts facilitators, I extend my gratitude for the cooperation I received during four months of field work.

Thanks must also go to language arts specialists at the Alberta Department of Education and the University of Alberta for their valuable advice.

Finally, I would like to thank my typist, Doreen Rendell, for the care taken in the preparation of the final manuscript.

TABLE OF CONTENTS

CHAPTER PAGE

I THE PROBLEM 1
  Background to the Study 2
  Statement of the Problem 4
  Research Questions 5
  Implication of the Study for the Field 5
  Definitions 6
  Scope of the Study 8
  Limitations 9
  Delimitations 9
  Organization of the Study 10
II REVIEW OF THE LITERATURE 12
  Introduction 12
  Adoption and Implementation 12
  Diffusion and Dissemination 15
  Development and Implementation 16
  The Conceptualization of Implementation 19
  Factors Affecting Degree of Implementation . . 22
    Objective Attributes of the Innovation . . 23
    Characteristics of the User Systems 25
    The Implementation Strategy 27
  A Tentative Conceptual Framework 27

CHAPTER PAGE

Summary 29

III THE RESEARCH DESIGN 31

Introduction 31

Case Study Method: Its Rationale 31

Identifying a Suitable Project 33

Securing Official Permission 34

Selecting the Schools 35

Gaining Entry into the Schools 36

Defining the Role of the Fieldworker 38

Establishing a Rapport 39

Data Collection Procedures 40

Summary 44

IV DECENTRALIZATION OF CURRICULUM DECISION-MAKING . 47

Introduction 47

The Decentralization of Curriculum Decision-Making 48

Defining the Key Concepts 50

Legal and Regulatory Steps Toward Decentralization 53

Operationalizing the Change 56

Factors Accounting for the Change 60

Summary 66

CHAPTER PAGE

V THE PROVINCE'S ROLE IN THE DEVELOPMENT AND DISSEMINATION OF THE ELEMENTARY LANGUAGE ARTS PROGRAM 67

Introduction 67

The Provincial Role in Curriculum Development 68

The Development of the Language Arts Program 72

The Province's Role in Dissemination 75

Dissemination of the Language Arts Program . . 82

Summary 87

VI THE INNOVATION: THE LANGUAGE ARTS PROGRAM . . . 89

Introduction 89

A General Description 89

The Program's Philosophy 91

Program Design 92

Program Objectives 95

The Program's Methodology 96

Objective Attributes of the Innovation . . . 96

Relative Advantage 99

Compatibility 99

Complexity 100

Trialability 101

CHAPTER PAGE

Observability 102

Adaptability 102

Summary 102

VII THE USER SYSTEMS: EASTSIDE AND WESTSIDE SCHOOLS . 104

Introduction 104

Organizational Considerations 105

Supervisory Style 105

Organizational Arrangements 107

The Designated Users 108

Trust in Authority 109

Disposition Toward Change 110

Group Cohesiveness 111

Users' Orientation to Implementation 113

Teacher Attitudes Towards the Innovation . . . 116

Adoption Process 116

The Implementation Strategy 118

Similar Experiences 119

Vicarious Experiences 120

Pre-emptive Exposure 120

Summary 121

CHAPTER PAGE

VIII THE IMPLEMENTATION STRATEGY: PROGRAM IMPLEMENTATION PROCESS 123

Introduction 123

The Project Proposal 123

Goals of P.I.P. 125

Functional Units 126

The Project Coordinator 127

The Facilitator's Role 131

Consultation 142

Demonstration Lessons 148

Teacher In-Service 151

Resource Centres 158

Resource Materials 159

Activity Units 160

Program Documents 170

The Textbook 172

Evaluation 177

Summary 186

IX DEGREE OF IMPLEMENTATION 198

Introduction 198

Understanding the Innovation 199

CHAPTER PAGE

Support for the Innovation 202
Utilization of the Innovation 206
Competencies for Utilization 221
Summary 233
X SUMMARY, CONCLUSIONS, IMPLICATIONS AND RECOMMENDATIONS 235
Introduction 235
Summary of the Study 235
The Problem 236
Research Design 236
Conduct of the Study 237
Findings 239
Conclusions 244
Authority Adoption 244
The Concept of Implementation 244
The Dynamics of Implementation 244
Designing the Strategy 245
Operationalizing the Strategy 248
Implementation Tactics 250
Implications for Practice 253
Preparing for Curriculum Innovation 253

CHAPTER PAGE

    The Adoption Process 255
    Adaptation of the Innovation 255
    Designing the Strategy 255
    Operationalizing the Strategy 256
    Implementation Tactics 257
  Implications for Theory 258
    The Concept of Implementation 258
    A Conceptual Framework 258
    Factor Dynamics 261
  Implications for Further Research 261
BIBLIOGRAPHY 263
APPENDIX A: TEACHER'S INTERVIEW SCHEDULE 274
APPENDIX B: FACILITATOR'S QUESTIONNAIRE 333
APPENDIX C: DIAGNOSTIC TEACHING THROUGH ANALYSIS OF THE TASK 374

LIST OF TABLES

Table	Description	Page
1	A Paradigm of Variables Determining the Rate of Adoption of Innovations	24
2	Communication - A Curriculum Model	94
3	Facilitators' Rank Ordering of Criteria Proposed for the Selection of Facilitators . .	134
4	Rank Ordering of Specified Consultation Topics Based on Teacher Perception of the Amount of Time Spent Discussing Them	147
5	Understanding of the Program by Teachers of Different Grades at Given Points in Time . .	164
6	Teacher Understanding of Specific Components of the Innovation at Given Points in Time	166
7	Support for the Innovation by Teachers of Different Grades at Given Points in Time . .	168
8	Support for Personal Implementation of the Innovation by Teachers of Different Grades at Given Points in Time	169
9	Extent to Which the Instructional Behaviour of Grade Two Teachers Conformed to Established Criteria	217
10	Extent to Which the Instructional Behaviour of Grade Six Teachers Conformed to Established Criteria	218

LIST OF FIGURES

Figure Page

1 Structure for Curriculum Development and Articulation 73

2 Steps in the Diagnostic Process 97

CHAPTER I

THE PROBLEM

Introduction

Curricular innovations adopted by school systems may be placed on a continuum ranged between those which are purely indigenous to a system (i.e., developed by its members for its own use) and those which have been borrowed from a source external to that system. Because of the increasing level of sophistication expected of such innovations, and because of the cost inherent in this expectation, many school jurisdictions can not, without special funding, afford to become involved in curriculum development in a major way. Therefore, school systems wishing to innovate have come to depend, in large measure, on the work of major curriculum projects based in larger school systems, departments of education or at certain American universities where they enjoy substantial funding by government agencies and/or private foundations.

But despite the expenditure of vast resources on such research and development, the literature (e.g., Gordon and Wilkerson, 1966) indicates that many educational innovations placed on the "open market" fail or otherwise enjoy but a very brief ascendency, often after having been successfully piloted, evaluated and approved for dissemination. The failure (or success) of curricular innovations to gain currency is ultimately a function of the reputations they have acquired through numerous, more or less rational, evaluation studies carried out by those school systems which have sought to utilize them. Whether rational or non-rational, formal or informal, such evaluations are based on what some writers regard as a questionable premise: that the innovation has in fact been implemented.

> The actual implementation of new curricula requires careful documentation. Assumptions are often made that "installed" and "adopted" innovations are being fully implemented by school faculties, while visits to schools, readings in the literature and professional discussions reveal the opposite. (Mahan and Gill, 1972, p. 33)

In other words, failure which has characterized innovation in education, may be attributed to a lack of implementation, rather than to defects inherent to the innovation itself. Indeed, writers such as Leithwood and Russell (1973) feel that this situation arises out of the disproportionate amount of educational research and development resources which has been allocated exclusively to product development instead of to the implementation process. This, they feel, may be one of the most significant contributing factors to the lack of impact that research and development activities have had on educational practice.

Background to the Study

The Program Implementation Process (P.I.P.) was a dissemination-implementation strategy designed by officials of the Edmonton Separate School System to assist teachers in the implementation of new curricular programs. The strategy is characterized by the hiring of classroom teachers to serve as facilitators. These facilitators provide their fellow teachers with direct instructional assistance through workshops, demonstration lessons, consultation and the preparation of course units. While school officials have long recognized the need for such a system-wide approach to program implementation, the cost had always been prohibitive.

In 1973 two important events occurred which afforded the Edmonton Separate System the opportunity to surmount the problem of cost and operationalize its curriculum implementation strategy. First, the Alberta Department of Education introduced a new Language Arts Program complete with its own philosophy, methodology and materials, which school districts were required to implement at the elementary level. Second, quite apart from the program in language arts, the Department of Education also established the Educational Opportunities Fund (E.O.F.). This multi-million dollar incentive program was designed to fund, at the rate of $20.00 per elementary pupil, "projects which deliver direct instructional services to students and direct instructional assistance to teachers with a direct link between the two at the classroom level" (E.O.F. Policy Manual, 1974, p. 4).

Exercising its prerogative under the regulations governing the fund, the Edmonton Separate School Board decided to use the bulk of the monies allocated to it, to finance the deployment of P.I.P. in the system-wide implementation of the new Language Arts Program. Accordingly, central office officials prepared a project proposal and it was submitted to, and eventually approved by, E.O.F. Altogether $719,600.00 was made available to this school system for the implementation of the new Language Arts Program in grades one through to six, over a three year phasing-in period.

The literature on implementation emphasizes the importance of a fully-elaborated implementation strategy. Gross and his associates found that the inability of schools to demonstrate positive educational effects from their attempts to institute educational change may be attributed in part to the truncated version of the change process held by their administrators (Gross, Giacquinta and Bernstein, 1971, p. 208). Quite aside from the implementation strategy utilized, what other factors might be considered responsible for the degree to which the new Language Arts Program was being implemented by the elementary teachers of the Edmonton Separate School System?

In their review of the research, Fullan and Pomfret (1977) identified four categories of determinants known to have influenced the implementation of innovations: the characteristics of the innovation, strategies utilized, characteristics of the adopting unit[1] and characteristics of macro sociopolitical units. The latter is seen in this case study as a secondary cause which helps to account for factors found in the first three categories. Consequently, it is not dealt with here as constituting a distinct area of inquiry and therefore does not appear as a research question in this study.

Statement of the Problem

What are those factors whose dynamics determine the degree to which an authority-adopted innovation is actually implemented by its designated users?

---

[1] The term "adopting unit" is considered by the author to be somewhat imprecise. Therefore the term (designated) "user system" is utilized here.

Research Questions

1. What are those objective attributes of the innovation which contribute to or militate against its full and proper implementation by its designated users?

2. What are those characteristics of the user systems which contribute to or militate against the full and proper implementation of the innovation by its designated users?

3. What are those components or effects of the implementation strategy which contribute to or militate against the full and proper implementation of the innovation by its designated users?

4. To what degree was this officially-adopted innovation actually being implemented by its designated users at a given point in time?

Implication of the Study for the Field

The recurrent failure of educational innovations is a source of discouragement to classroom practitioners, funding agencies and the general public. But research to date has shown that before an adequate assessment of the educational effectiveness of an innovation can be undertaken, the innovation must be fully and properly implemented. This means that a great deal more has to be known about those factors which help to account for the degree to which authority-adopted innovations are actually implemented by their designated users.

This is a case study of a fully-elaborated strategy aimed at the system-wide dissemination and implementation of a curricular innovation. This study is intended to expand our knowledge of planned organizational change in general and to sharpen our perceptions of the problems associated with the implementation of curricular innovations in particular. The resulting data are also expected to serve the pragmatic needs of those held responsible for developing change strategies, ensuring a higher degree of fidelity between the innovation as adopted and the innovation as implemented.

Definitions

Adoption process. Sometimes referred to as innovation-decision, adoption is a mental process through which an individual passes from just hearing about an innovation to final adoption. Five stages in the adoption process are: awareness, interest, evaluation, trial and adoption.

Authority decisions. This term refers to those decisions forced upon an individual by someone in a superordinate power position, such as a supervisor in a bureaucratic organization.

Collective decisions. Those decisions which individuals in the social system agree to make by consensus are called collective decisions. All must conform to the system's decision once it is made.

Contingent decisions. These decisions are those that can be made only after a prior adoption or innovation-decision by the social system.

Degree of implementation. This term refers to the extent to which, at a given point in time, the designated user has internalized an innovation: understands, supports and utilizes the innovation, and possesses the competencies needed to utilize it on an on-going basis.

Designated user. Sometimes referred to as the would-be or intended user, designated users are those individuals in a social system who are expected to install or make use of an authority-adopted or collectively-adopted innovation.

Diffusion. The process by which members of a social system become aware of new ideas and practices is called diffusion.

Dissemination. This is the deliberate effort on the part of the source component to communicate new ideas to the members of a well defined social system; the description and control of this communication process within the system is more or less complete and precise (Lin, 1966).

Facilitator. In this instance the facilitator is a change agent working on behalf of the school system in disseminating the new Elementary Language Arts Program and in aiding the classroom teacher with its implementation.

Fidelity of implementation. The extent to which an innovation, adopted by a social system, is actually being utilized by its intended users, as intended by its adopters, is called fidelity of implementation.

Innovation. An innovation is an idea, practice, or object perceived as new by an individual.

Optional decisions. These decisions are those made by an individual independent of the decisions of others in those situations where such decisions are legitimate.

Rate of adoption. This term refers to the relative speed with which an innovation is adopted by members of a social system.

Social system. A collectivity of units which are functionally differentiated and engaged in joint problem-solving with respect to a common goal is called a social system.

School system. In this case, school system refers to the Edmonton Separate School System (E.S.S.S.), a type of social system but distinct from the "user system".

User system. This term is applied to each of the two schools (Eastside and Westside) which were the focal point of this case study.

Scope of the Study

Although more than 60 schools took part in efforts to implement the new Language Arts Program, the investigator opted for an intensive study of a few schools rather than in extensive study of many. Accordingly, two schools were selected and a case study of their efforts to implement the program was undertaken.

Fourteen teachers who taught grades two and six, together with their principals and facilitators, were interviewed by the investigator. Other data were gathered through the use of a classroom observation schedule and the study of the school's daily routine. All 15 facilitators completed a detailed questionnaire and both program and project documents were analyzed by the investigator. In addition, officials of the Alberta Department of Education, the Edmonton Separate School System and specialists in language arts at the University of Alberta were interviewed.

Being essentially a descriptive case study, no inferential statistics were employed. Therefore, it is not possible to make generalizations from data arising from this particular study. Nevertheless, conclusions and implications from such exploratory work may be drawn to serve as a source of recommendation for further conceptualization and research in the field of implementation of innovations.

Limitations

1. In the process of being interviewed over an extended period of time, the teachers may have become sensitized to certain issues. This may have influenced to some extent the nature of their responses in later interview sessions.

2. Because they did not know the investigator as well as the teachers did, facilitators may not have been as frank in their responses, when completing their questionnaire. This limitation has been largely overcome by the availability of data from other sources.

3. Due to the inadequacies of project documents, the investigator had to make certain logical assumptions regarding the goals of the Program Implementation Process (P.I.P.). These are thoroughly discussed in Chapter VIII.

Delimitations

First, this study does not concern itself with the question of whether or not this Language Arts Program was achieving its instructional objectives, as important as that issue is to curriculum decision-makers. Essentially, this case study is a process evaluation: its objective, as previously noted, is to determine those factors whose dynamics account for the degree to which the Language Arts Program was actually being implemented.

Second, the concern of this study is with the implementation efforts of the teachers of grades two and six during the 1975-76 school year. This was the final phase of a three year implementation project. The grade one and five levels of the Language Arts Program were introduced in 1973-74; the grade three and four levels in 1974-75.

Third, although more than 60 schools participated in this project, only two were selected for this implementation study. The advantages to using the school as the unit of study are that it not only allows the investigator to examine the internal dynamics of this operational unit, as a possible factor determining degree of implementation, but it also reduces the number of schools affected by the intrusion of the investigator. Equally important, an intensive study of a few schools minimizes the investigator's problems of accessibility, gaining entry and winning acceptance.

Organization of the Study

This study has two main sections, each consisting of five chapters. The first of these establishes the full background of the study; the second section makes up the study proper, including its findings.

The research problem has been outlined in Chapter I. In the second chapter the author gives a relatively brief review of the literature on planned change, focusing on the implementation phase of the process. The research design utilized in this case study is set forth in Chapter III. The Alberta Department of Education's policy of decentralizing curriculum decision-making is examined in Chapter IV, while the province's role in the development and dissemination of the Elementary Language Arts Program is studied in Chapter V.

In Chapter VI the author describes the essence of this new program, identifying its objective attributes. Characteristics of the user system, i.e., the two schools whose teachers participated in this study are described in Chapter VII. A detailed description of the implementation strategy, P.I.P., is found in Chapter VIII, and the degree to which the Language Arts Program has actually been implemented is studied in Chapter IX. Chapter X presents a summary of the study, an analysis of the data found in Chapters VI to IX, together with conclusions and implications.

CHAPTER II

REVIEW OF THE LITERATURE

Introduction

This survey of the literature has two basic objectives: first, to place the phenomenon of implementation into its proper perspective within the body of literature on planned change; and second, to establish a conceptual framework with which to analyze the dynamics of the relationships among those factors which tend to facilitate or impede the full and proper implementation of an authority-adopted innovation.

In the first three sections of this chapter the author will attempt to distinguish between the allied processes of adoption and implementation, diffusion and dissemination, program development and implementation. The conceptualization of implementation, factors which affect degree of implementation and a tentative conceptual framework are all dealt with in separate sections of this chapter.

Adoption and Implementation

Over the past number of years there have been several major reviews of diffusion and adoption studies (Rogers, 1962; Katz *et al*., 1963; Lionberger, 1964; Rogers and Shoemaker, 1971; Havelock *et al*., 1971). In his 1962 review, Rogers classified 506 studies in anthropology, rural sociology, education and medicine under the following problem areas: (1) stages individuals go through in the adoption process; (2) characteristics of innovations and their rate of adoption; (3) attributes of early and late adopters; (4) influence of opinion leaders on the flow of ideas; and (5) the role of change agents.

From his review, Rogers was able to generate a model which attempted to explain why individuals adopt or fail to adopt innovations. This adoption model consists of five basic stages: awareness, interest, trial, evaluation, and adoption, with the added possibility of discontinuance. This model has frequently been cited in the educational literature (Miles, 1964; Eicholz and Rogers, 1964; Carlson, 1965; Owens, 1970; Havelock _et al_., 1971; Rogers and Shoemaker, 1971; Havelock, 1973).

Some writers find the Rogers' model to have serious limitations when applied to schools or other types of formal organization where the decision to adopt a particular innovation may be made by one person (a superior) but implemented by another (a subordinate). Gross _et al_. (1971) have identified two basic assumptions which they feel adversely affect the utility of this model in such instances: (1) that during any of the intermediate stages between awareness and use, the individual (i.e., the designated user) is free to decide for himself whether the innovation should be tried, and if tried, whether it should be continued; (2) that adoption of an innovation by organizational administrators means that it will be implemented (p. 21). The latter assumption is one which underlies many evaluation studies.

It was the need to challenge these assumptions which guided

Gross, Giacquinta and Bernstein (1971) in their landmark case study of the implementation of an organizational innovation (a catalytic role model for teachers) in education. The focus of their study is clearly on the importance of implementation. It emphasizes the need to differentiate this process from that of adoption, in the broader field of planned organizational change.

Rogers has made some effort to come to terms with these issues in his second volume (Rogers and Shoemaker, 1971) by distinguishing among three types of innovation-decisions - optional, collective and authority decisions - with provision made for a fourth, contingent decision. Authority decisions are those forced upon an individual by someone in a superordinate power position, such as a supervisor in a bureaucratic organization. The individual's attitude toward the innovation is not the prime factor in his adoption or rejection; he is simply told of and expected to comply with the innovation-decision which was made by an authority (Rogers and Shoemaker, 1971).

But Rogers and Shoemaker do not seem to recognize the importance of the functional dichotomy which exists between the adoption and implementation process in an authority-adoption situation.[1] Indeed they obfuscate this relationship by referring to the adopter (the superordinate) as the "decision unit" and the would-be implementer or user (the subordinate) as the "adoption unit". This terminology tends to perpetuate the belief that the person held responsible for personally implementing an authority-adopted innovation, is somehow in a position to reject overtly that innovation.

---

[1] If the implementation of a collectively adopted innovation is mandatory for members of a social system, then it too has an authority quality.

Diffusion and Dissemination

The problem of distinguishing between the related processes of adoption and implementation is further compounded by the tendency on the part of many writers in planned change to treat "diffusion" and "dissemination" as if they were interchangeable.

As noted earlier, diffusion is defined in this study as the process by which new ideas are communicated to the members of a social system (Rogers and Shoemaker, 1971). Although diffusion can be described as a "natural" or non-deliberate process, diffusion studies that are concerned with such matters as the rate of adoption of an innovation, may include among contributing variables, the more purposeful activities of the change agent, as he seeks to disseminate an innovation to new adopters.

For its part, dissemination (like evaluation) is probably best understood in terms of its goals and roles. The goal of dissemination is the deliberate, precise and controlled communication of new ideas by a source within a fairly well defined social system. The roles of dissemination are at least twofold: first, to seek the adoption of a particular innovation by other members of a social system (e.g., the promotional activities of a textbook salesman); second, to seek the implementation of a previously adopted innovation by its designated users in a social system (e.g., the persuasive or coercise activities of a superior in an authority adoption situation). The research concern of the former could be rate of adoption; for the latter it could be degree of implementation.

Development and Implementation

In their recent review of research on the implementation process, Fullan and Pomfret (1977) analyzed 15 studies in which attempts were made to measure implementation. They found that these studies could be classified according to their orientations: First, in the fidelity or degree of implementation perspective, the main intent is to determine the degree of implementation of an innovation in terms of the extent to which actual use of the innovation corresponds to intended or planned use. Second, in the implementation process or mutual adaptation perspective, the effort is directed toward analyzing the complexities of the change process vis-a-vis how innovations become developed/changed, etc., during the process of implementation (p. 340).

But those studies which were chosen as being representative of the less dominant implementation process perspective, refer to research on three projects which were essentially concerned with the development of innovations. Shipman (1974) analyzed the development and implementation of the Keele Integrated Studies project in the United Kingdom. Elliott and Adelman (1974) reported on an attempt in England to implement the inquiry/discovery, teacher/pupil role relationship model which evolved with the teachers and students. Berman and Pauly (1975), Berman and McLaughlin (1976), and McLaughlin (1976) studied a variety of educational innovations as part of the Rand research into the implementation of federal programs in the United States. Many of these 293 projects were not specified in advance.

Fullan and Pomfret readily admit that each of these studies is characterized by measures of implementation which are "crude", "very weak" or there is a failure to quantify data. Nevertheless, their preference for the implementation process perspective over the degree of implementation perspective permeates their review of the research.

However, of greater significance, Fullan and Pomfret's inclusion of the implementation process perspective in their conceptualization of implementation effectively blurs the distinction between the process by which innovations are developed and the process by which authority-adopted innovations are implemented.

> Any change attempt whether externally or self-imposed and whether fully specified prior to attempting implementation or developed incrementally, involves movement in some predefined general direction. An implementation study is concerned with determining the impact of this attempt upon the user system, or at least selected components of it. (p. 361)

Such a conceptualization of implementation seems to contradict a previous statement of Fullan and Pomfret (1977) emphasizing that "implementation is not simply an extension of planning and adoption processes. It is a phenomenon in its own right" (p. 336). Clearly implementation cannot be the same phenomenon whether or not the innovation is fluid (still being developed) or "solid" (possessing distinctive characteristics).

In favouring the implementation process perspective, Fullan and Pomfret (1977) have expressed two basic criticisms of the fidelity of implementation orientation. First, they have reservations about the feasibility and desirability of being too specific about the implementation characteristics of an innovation, and thus of an evaluation instrument, prior to attempting implementation because this could build rigidity into a program which is implementable in widely diverse settings (p. 357). The degree to which the implementation criteria of an innovation are specified before adoption is a critical question.

Certainly, if an innovation is overly specified in advance, implementation criteria will not be sufficiently broad to allow for those legitimate adaptations of the innovation designed to meet local conditions. On the other hand, an authority-adopted innovation must be sufficiently prespecified in order to help determine whether the innovation -- identified by its essential characteristics -- is actually being implemented by its designated users.

Second Fullan and Pomfret have expressed their belief that a statement of the implementation characteristics of an innovation fails to identify the dynamics of role relationships between teacher and students. For them, the important task is "to conceptualize and operationalize behaviour in such a way that the effects of a change in one role upon another are monitored and not assumed" (p. 363). The clear implication of this criticism of the degree of implementation perspective is that implementation studies ought to be based on what are essentially instructional behaviours and not the broader ascribable features of a curricular innovation. "The concern is with the extent to which teachers are able to recognize the range of behavioural alternatives open to them, ascertain which ones are applicable in a given setting, and change accordingly" (p. 363). However, this approach would seem to necessitate greater specificity for implementation criteria.

The foregoing not withstanding, Fullan and Pomfret's criticism of the degree of implementation perspective has served to highlight a fundamental issue in planned change. The implementation of innovations in organizational settings is problematic primarily because the designated users of such innovation have not participated in the process by which they are adopted. The magnitude of the resulting implementation task leads one to question the overall viability of authority-adoptions. Nevertheless, because authority-adoption is clearly the most common approach to change in organizations today, efforts to improve the effectiveness of implementation strategies are essential.

The Conceptualization of Implementation

In evaluating the degree to which implementation of an innovation has occurred, the investigator who defines "implementation" as "utilization" will attempt to ascertain the extent to which the instructional behaviour of teachers conforms to the specifications of a given innovation at a particular point in time. In their 1971 case study Gross *et al*. "maintain that teachers must exhibit new behaviour patterns before it can be said such innovations are actually being implemented" (p. 90). In instances such as these a determination of the degree of implementation is made by monitoring teaching practices through classroom observations.

The extent to which an innovation is currently being utilized by its designated users is a necessary but insufficient criterion for determining "degree of implementation" because it depends solely on what is observed in the classroom, usually over a relatively short period of time. Classroom observation is sometimes inappropriate, often unreliable and rarely predictive.

Inappropriate. It is doutbful that all those dimensions of a curricular innovation considered essential to its full and proper implementation can be operationalized in the first place. For example, while its underlying philosophy and psychological orientation may be integral parts of an innovation, they do not readily lend themselves to observation. Nonetheless, teachers often need to possess certain new attitudes, knowledge and skills related to these very elements of such curricula, in order to teach them. Therefore, supplementary data-gathering procedures would appear to be required if implementation is to be documented.

In addition, it is unlikely that the observer can be on hand to see all those specifications of the innovation which can be readily operationalized, demonstrated by its designated users. The significance of this point will vary with the complexity of the innovation and the frequency and duration of the observation sessions, as well as the conditions under which they are conducted.

Unreliable. There is some question as to whether or not what is observed in the classroom is in fact representative of that which normally transpires there when the observer is not present. Because both professional ethics and teacher cooperation require the investigator to inform the teachers beforehand that he or she is to be observed, a somewhat artifical situation is invariably created. For example, with advanced warning, a teacher's successful use of borrowed lesson plans could easily mask a lack of understanding of an innovation, lack of commitment to is use, and a lack of ability to utilize the program. Consequently, the reliability of data-gathered from classroom observations remains a moot point. The significance of this issue ought not to be minimized in those cases where the extent of teacher support for an innovation, adopted exclusively by organizational authorities, is in question.

Non-predictive. The value of classroom observation in determining the extent to which an innovation is being utilized is largely limited to a given point in time. If implementation is to be seen as something more than a purely ephemeral event, then the investigator must endeavor to transcend the current time frame. He must come to terms with the possibility that the teacher who has successfully utilized the innovation, may not continue to do so in an acceptable manner, under similar or otherwise appropriate conditions after the monitoring of instruction has ceased.

According to Rogers and Shoemaker (1971) "the discontinuance of an innovation is one indication that the idea was not integrated into the practices and way of life of the receivers" (p. 117). However degree of implementation is to be assessed, it must include criteria which are, in terms of its utilization, predictive as well as descriptive.

Internalization. Therefore, the concept of implementation, defined as "utilization", is inadequate because it sits on a particularly narrow research base which is unsuitable for the complexities of most curricular innovations. If the data gathered from the observation of attempts to utilize the innovation are innappropriate, unreliable and non-predictive, then perhaps the investigator ought to look beyond utilization and focus on the extent to which the designated user has internalized the innovation.

Of the five barriers to implementation identified by Gross et al. in their 1971 case study, three of them were concerned with the inability of the teachers to make the innovation their own: "the teachers' lack of clarity about the innovation, their lack of capabilites . . . and the lack of staff motivation" (p. 148).

These determinants of "utilization" may also be seen as factors which indicate the extent to which the designated users of an innovation have personally internalized it. By defining implementation in terms of the extent to which the designated user has internalized an innovation, the investigator has at his disposal a much more reliable, broad-based evaluative tool which is both predictive and descriptive.

In order for internalization, and hence for implementation, to take place, the designated user must:

1. understand the innovation and how it is to be utilized;
2. support the innovation as the answer to a perceived problem and be motivated to utilize it personally;
3. actually be utilizing the innovation as intended by its developers and/or official adopters;
4. possess the competencies (attitiudes, knowledge and skills) needed to utilize the innovation on an on-going basis.

Factors Affecting Degree of Implementation

Implementation is an extremely complex phenomenon which may be affected by a multitude of factors. In reviewing the literature, the author has seen fit to classify these determinants of implementation into three broad categories: first, the objective attributes of the innovation; second, characteristics of the user system(s); and third, the implementation strategy utilized.

Objective attributes of the innovation. Not all innovations are created equal. Because of their distinctive characteristics, some innovations may be implemented more readily than others. But in surveying the literature the author found that most of the summaries of the role of attributes of innovations are concerned with the adoption of innovations, not their implementation. In their 1971 work, Rogers and Shoemaker identified five perceived attributes of innovations which affect their rate of adoption: relative advantage, compatibility, complexity, trialability and observability. Each of these attributes is used here, in objective terms, as a factor affecting the degree to which an officially-adopted innovation is actually implemented by its designated users.

Although the implementation process is quite distinct from the adoption process in an authority-adoption situation, even here the designated implementer will, under the prompting of certain considerations (both ethical and practical), go through his own individual (or in some cases, collective) decision-making process, directed toward the acceptance or rejection of an innovation formally adopted by his superiors. Consequently, some of those variables which Rogers and Shoemaker felt determined the rate of adoption of an innovation (see Table 1) also have a bearing on the fidelity with which authority-adopted innovations are implemented.

TABLE 1

A Paradigm of Variables Determining

the Rate of Adoption of Innovations

Variables Determining Rate of Adoption		Dependent Variables to be Explained
Perceived Attributes of Innovations 1. Relative advantage 2. Compatibility 3. Complexity 4. Trialability 5. Observability Type of Innovation Decision 1. Optional 2. Collective 3. Authority Communication Channels (e.g., mass media or interpersonal) Nature of the Social System (e.g., modern or traditional norms, degree of communication integration, etc.) Extent of Change Agents' Promotion Efforts	→ →	RATE OF ADOPTION OF INNOVATIONS

Note: From Communication of Innovations by E.M. Rogers with F.F. Shoemaker, 1971, p. 158.

The need for some modifications to the above paradigm becomes apparent when we examine these variables in the context of how they might affect the extent to which adopted innovations are implemented. Under "perceived attributes of innovations" which affect of adoption, Rogers and Shoemaker would include: relative advantage, compatibility, complexity, trialability, and observability. To these five attributes the author has added "adaptability the extent to which the innovation can be altered to meet localized needs without undermining its integrity.

In their 1977 review of the research, Fullan and Pomfret identified two characteristics of innovation that they feel are related to implementation. These characteristics are explicitness or plans for explicitness associated with the innovation and the degree of complexity or difficulty of change required by the innovation. The author has utilized the latter (complexity) as an objective attribute of the innovation. The former (explicitness), however, has been subsumed under the broader category of "the implementation strategy utilized." If "explicitness" is to be seen as something distinct from "complexity," then the task of making a complex innovation more explicit belongs to those responsible for designing the implementation strategy.

Characteristics of the user system. In education, the teacher is usually the designated user of curricular innovations, and the classroom is almost always the focal point of the implementation effort. But because the school, its clientele (pupils and parents) and other stakeholders in the community have a direct influence on the innovation's primary users (the teachers), they are all considered to be part of the wider user system.

Among those factors within the user system which affect the implementation of innovations are those which can be grouped under the heading of organizational considerations. Gross et al. (1971) found that one of the circumstances that constituted a barrier to the implementation of an innovation was the existence of organizational arrangements which were incompatible with it (p. 139). Gross et al. also identified communication links (pp. 192-194) and the availability of resources (p. 197) as factors affecting the degree to which innovations are implemented. The attitude of administrators toward the implementation effort is another important factor. Naumann-Etienne (1974) discovered a correlation of .51 between administrative support and degree of implementation.

Other factors within the user system which have more to do with the designated users themselves, affect the fidelity with which adopted innovations are actually implemented. In their 1971 survey of the literature, Rogers and Shoemaker found that "a system's norms can be a barrier to change" (p. 31). Among the norms they identified, "disposition toward change" (p. 32) seems particularly applicable to implementation. Group cohesiveness is also an important factor in planned change according to Cartwright (1959) and Lin et al. (1966). Cartwright found that those who are strongly attracted to other members of a group will be greatly influenced by norms of the group. From her research, Naumann-Etienne (1974) found that intrastaff cooperation and the support and exchange of ideas were positively related to implementation. She also discovered that teachers who worked in schools with greater implementation perceived a more participatory system with a greater role in decision-making for themselves.

The implementation strategy. Those deliberate tactics and procedures which are designed and utilized by the official adopters of an innovation to ensure its implementation are referred to as its implementation strategy. In their 1971 case study, Gross et al. came to the conclusion that the teachers were unable to implement the innovation because project management had failed "to recognize or to cope effectively with the problems, difficulties, and uncertainties to which it exposed teachers when it asked them to carry it out" (p. 201). For example, if the innovation is not explicit in its present form, it is project management's responsibility to make it explicit. Therefore, the implementation strategy must be tailored to meet the needs of the designated users, given the objective attributes of the innovation.

A Tentative Conceptual Framework

This framework is made up of factors which determine the degree to which an authority-adopted innovation is implemented by its designated users. It has an analytical role in this study.

A. The innovation: its objective attributes

a) relative advantage	- the degree to which it is superior to the ideas or practices it supersedes.
b) compatibility	- the degree to which it is consistent with the existing values, past

	experiences, and needs of the designated user.
c) complexity	- the degree to which it is relatively difficult to understand and use.
d) trialability	- the degree to which it may be experimented with on a limited basis, including the notion of a psychological trial.
e) observability	- the degree to which the results of an innovation are visible to others.
f) adaptability	- the degree to which it can be altered (without distortion) to meet localized needs.

B. The user system: its characteristics

Organizational consideration

a) compatibility of organizational arrangements with the innovation.
b) effectiveness of communication links within the system.
c) availability of resources required for implementation.
d) attitude of administrators toward implementation of the innovation.

The designated users'

a) general disposition toward change.
b) demonstrated degree of cohesion.
c) orientation to the implementation of the innovation.

C. The implementation strategy

The appropriateness of the implementation strategy, given the objective attributes of the innovation and the characteristics of the user system.

Summary

The purpose of this chapter has been twofold: first, to place the phenomenon of implementation into its proper perspective within the body of literature on planned change; second, to establish a conceptual framework with which to analyze the dynamics of the relationships among those factors which tend to facilitate or impede the full implementation of an authority-adopted innovation.

In the first three sections of this chapter an attempt was made to distinguish between the allied processes of adoption and implementation, diffusion and dissemination, program development and implementation.

The author has criticized as inappropriate, unreliable and non-predictive the use of classroom observation as the sole means of determining the degree to which an authority-adopted innovation is being implemented by its designated users. But if this data-gathering base is too narrow, the author felt it was because the concept of implementation -- defined as utilization -- is itself inadequate. By defining implementation in terms of the extent to which the designated user has internalized an innovation (understands it, supports it, utilizes it and possesses the competencies needed to utilize it on an on-going basis), the investigator has a much broader, more reliable and predictive data-gathering base.

Factors affecting degree of implementation were seen to fall into three fairly distinct categories: the objective attributes of the innovation, the characteristics of the user system, and the implementation strategy. From his review of the literature the author was able to compose a tentative conceptual framework consisting of factors known to facilitate or impede the implementation of innovations.

CHAPTER III

THE RESEARCH DESIGN

Introduction

In the preceding chapter the author reviewed the literature on planned change and outlined a tentative conceptual framework with which to study implementation of curricular innovations. The purpose of this chapter is to examine the methodological considerations and decisions which went into the design and execution of this study.

The rationale for utilizing a case study approach is presented in the first section of this chapter. This is followed by an examination of the process by which a suitable implementation project was identified and permission was secured to study it. In other sections of the chapter the author discusses the procedure by which two elementary schools were selected, entry was gained into these schools, how the fieldworker's role was defined and a rapport was established with the school staffs. In the final section of the chapter the author explains the various procedures and techniques utilized to gather data.

Case Study Method: Its Rationale

The purpose of this study is to construct a viable conceptual framework which identifies those factors whose dynamics determine the degree to which an authority-adopted innovation is actually being implemented by its designated users. Such a framework would prove invaluable both in planning and analyzing those strategies designed to implement curricular innovations.

Starting with a tentative conceptual framework, generated from previous case studies and writings in the literature on planned change, the author[1] set out to study a significant implementation project. The methodology adopted for this study would have to meet certain specifications. First, it would have to be suitable for the study of complex relationships among factors known to affect implementation. Second, it would have to provide for a variety of data gathering techniques in determining the designated users' understanding of, support for and utilization of the innovation. Third, in order to assess the dynamics of certain implementation tactics, data collection would have to span a period of time from when the designated users first heard about the innovation, to when a summative assessment could reasonably be expected to be taken.

Because it met all of these specifications, the case study method was adopted. This research methodology is particularly appropriate for studying implementation of innovations because it allows the investigator the opportunity to see a given situation as a whole and to attempt to grasp fundamental relationships.

There is considerable support for the case study approach to research within the literature on planned change. Wilson (1974) suggests that the study of planned organizational change in education is in an early stage and that case studies should be accorded a high priority as the knowledge base and research tradition of this field continues to build. Havelock (1971) makes the point that although there were many quantitative research studies, there is a paucity of case materials.

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[1] The author is also the sole investigator and fieldworker in this study.

> We need more case studies which carefully document and report dissemination and utilization events. Such events, of course, come in all shapes and sizes, but we would include here training projects, development projects, the installation of new roles, and the development of new organizational forms as all being activities requiring careful case reporting and documentation. (Havelock, 1971, chap. 11, p. 3)

Despite its advantages, there are limitations to this methodology. Flexibility makes case studies particularly useful for the generation of hypotheses; but their lack of precision rules them out of the more exacting work of theory testing. In addition, the researcher cannot generalize beyond his sample, even to the population of his study. As Wilson (1974) puts it: Case study researchers looking into complex relationships surrounding significant changes in educational organizations must realize that, because of the tremendous variety of possible patterns and variables, the sample is the population (p. 89). However, this does not prevent the attainment of the goal of this study which is to produce a conceptual framework that can be used to analyze or plan the implementation of curricular innovations.

Identifying a Suitable Project

Before beginning his search for an implementation project to study, the author set down certain criteria to govern the selection process. First, the innovation should be curricular in nature:

i.e., involving a new instructional program in education. Second, it should not be a "hot house" project characterized by superior, self-selecting teachers. Third, the project should address itself to the dynamics of disseminating an innovation within a jurisdiction having more than one user system (school). Fourth, the project selected for study should represent a serious attempt to come to terms with the known barriers to program implementation. Fifth, project officials should be willing to respect the independence of the investigator.

But it was his first-hand knowledge of the Program Implementation Process (P.I.P.) project which brought him to the Edmonton Separate School System. In the Spring of 1975 the author had served as a fieldworker in a province-wide evaluation of projects funded by the Educational Opportunities Fund (E.O.F.). In this capacity he had made a cursory study of the 1974-75 phase of this implementation project. Finding that it met his selection criteria on the first four counts, the author sought permission to conduct his study.

Securing Official Permission

On September 19, 1975, the author made application through the Faculty of Education's Division of Field Experience (the University of Alberta), to carry out the proposed study. The Edmonton Separate School Board consented and arrangements were made for the author to contact Dr. Robert Westbury, Director of Curriculum, to discuss the details.

The investigator was given the free hand he sought in conducting his study with but two stipulations. First, permission of the principals of whatever schools were selected must be secured before fieldwork commenced. Second, all participating schools and their staff members were to remain anonymous.

Selecting the Schools

More than 60 schools in the Edmonton Separate School System benefited from the services provided them under P.I.P. But the intensive nature of the study which was contemplated ruled out an extensive study involving a large number of schools. Consequently, it was decided to select just two schools: one that project officials judged to be successfully implementing the innovation; the other that they felt was not implementing the new program in language arts. The rationale behind a contrast study was the belief that the absence of those factors which account for the successful implementation of an innovation in one school, may not completely account for its failure in another school.

In order to identify two appropriate schools, the investigator asked the Project Coordinator to rank all schools according to the degree to which they were believed to be implementing the new program in language arts. Then, seeking to hold demographic factors of community constant, two elementary schools from the same neighbourhood were selected from the opposite ends of the list. According to the project's own internal evaluation reports, one school, which is referred to in this study as Eastside, was successfully implementing the new program, while the other, known here as Westside, was not. The fact that Westside School was nearly twice the size of Eastside also allowed the investigator to study the effects of unit size on degree of implementation.

Gaining Entry into the Schools

The Project Coordinator for P.I.P. agreed to contact the principals of Eastside and Westside to explain the purpose and procedure involved in the proposed case study. After hearing that both principals were receptive to the idea, the investigator called them and interview times were arranged.

The investigator met the principal of Westside on January 28, 1976. During the course of the conversation the principal frankly expressed his own doubts about the value of the Language Arts Program, indicating that he felt it was "not working". Consequently, he was very supportive of this study which proposed to document the degree to which the program was actually being implemented by the classroom teachers. At the conclusion of this meeting the principal offered to present the investigator to the teachers at a staff meeting scheduled for that same afternoon. But noting the meeting's heavy agenda, the investigator declined.

The investigator's first meeting with the principal of Eastside Elementary School took place the following day (January 29th). Although cooperative, the principal made little effort to hide his lack of interest in the study. He said permission to conduct the study at Eastside, which the investigator thought he already had, would have to come from the teachers of grades two and six, with whom the investigator was to meet at noon hour the same day. At the conclusion of his interview with the principal, the investigator was given the teachers' names, room numbers and timetables for language arts.

In meeting with the teachers of both Eastside and Westside schools for the first time, the investigator explained the purpose of the study and how it was to be conducted. He made a special effort to reassure the teachers that he was a student of the change process and not an agent of the central office or the Department of Education. Anonymity of all teacher respondents was to be absolute. During this presentation reference was also made to the need for the investigator to drop in to see language arts classes being taught by each teacher. But classroom observation was deliberately played down at this point in anticipation of a negative teacher reaction.

The meeting with the five teachers of grades two and six at Eastside took place at noon hour in the school library on January 29th. These teachers reacted positively to the proposed study and showed no hesitation in participating in it. Indeed, for their first meeting with the investigator they were surprisingly frank in expressing their views on the new Language Arts Program and P.I.P. The lively exchange which took place among these teachers touched on numerous issues involved in this implementation effort.

The teachers of Westside school were an older group and much more reserved when they met with the investigator on February 9th for an explanation of the research study. The principal, who sat in on the meeting was very cordial and teachers seemed willing to cooperate. The latter had but two concerns. First, some teachers wanted an advance warning when they were to be interviewed by the fieldworker. Second, some teachers did not want their preparation periods used for interviews, although they did offer to remain behind after dismissal to meet with the interviewer. The investigator had no difficulty complying with the wishes of these individuals.

Defining the Role of the Fieldworker

The investigator was the sole fieldworker in this study. Seeking to minimize the effects of his own behaviour on what transpired in the schools, while maximizing his flexibility in utilizing various data gathering techniques, the fieldworker adopted a non-participant observer role.

This same concern for minimizing the effects of the fieldworker's behaviour guided the sequencing of data gathering techniques. First, informal teacher interviews permitted the designated users to identify the issues facing them as they attempted to come to terms with a new program in language arts. Second, once defined these issues were explored through the use of formal teacher interview schedules. Third, only after a rapport had been established between the fieldworker and his respondents, did classroom observation of teachers commence with the fieldworker utilizing a "limited interaction" mode. Finally, because they were in a key position to influence the attitude and behaviour of their teachers, the fieldworker chose not to interview school principals formally until the rest of the fieldwork had been completed.

Establishing a Rapport

From the outset of his fieldwork the investigator became aware of a low level of trust in authority among the teachers, particularly the staff of Westside Elementary School. Without a basic trust in the fieldworker, teachers would be unwilling to undergo the intensive interviewing and classroom observation that would be required of them by this study. Nor would they willingly give their frank opinion on issues affecting program implementation.

Because the success of studies such as this depends so much on the forthrightness of respondents, the investigator saw the establishment and maintenance of a rapport with teachers to be of primary concern. Consequently, the fieldworker adopted an open, honest, supportive "whatever is convenient for you" type of style. And an initial credibility among the staff of each school was fostered by selecting the most cooperative teachers to be interviewed first. The fieldworker prefaced each succeeding interview session or classroom observation with assurances of anonymity and confidentiality.

The principals and staff of both schools were very cooperative during the entire data gathering period. The Director of Curriculum, the Project Coordinator and other officials of the E.S.S.S. were extremely helpful as well. They supplied documents, helped to arrange interviews, submitted themselves to many interviews and generally facilitated this study.

Data Collection Procedures

There were four distinct phases to the study, each phase characterized by its own data gathering procedures. The first phase, which was the background to the fieldwork, was concerned with identifying the essence of the innovation and the implementation strategy through an analysis of documents. The second phase, starting in February 1976, marked the beginning of the actual fieldwork with observation and informal teacher interviews intended to establish an overview. Phase three, which came in late March and early April of 1976, was intended to determine the degree to which the innovation was being implemented through the use of formal teacher interviews and classroom observation. The final phase of the study explored the perspective of the school principals and the language arts facilitators, and was completed in May-June, 1976.

Phase I: the preliminaries.

Before the actual fieldwork commenced, the investigator found it necessary to familiarize himself with the new Language Arts Program and the strategy being utilized to implement it, P.I.P. To do so, he resorted, in part, to an analysis of available documents.

In order to understand the substance of the innovation to be implemented, the investigator made a detailed document analysis of the *Elementary Language Arts Handbook* (1973), and held clarification discussions with three members of the curriculum committee responsible for its preparation. Interviews were also held with language arts specialists at the University of Alberta, the Alberta Department of Education and the Edmonton Separate School System. In addition, the investigator viewed a series of video tapes on the new program, prepared by the Department of Education for the in-service training of classroom teachers.

Through these steps the investigator became familiar with the new program in language arts, making it possible for him to apply the tentative conceptual framework in helping to identify those objective attributes of the innovation which would contribute to or militate against its implementation in most target user systems.

The strategy which was utilized to implement the new program in more than 60 elementary schools was known as P.I.P. In an effort to determine the design and goals of this strategy, the investigator made an analysis of the project's documents: its proposal to E.O.F., school board minutes, internal memos and evaluation forms. Elaboration interviews were held with project officials: the Curriculum Director, a former Project Director and the current Project Coordinator who was responsible for the day-to-day management of P.I.P.

Phase II: establishing an overview. Virtually every school day for four months the fieldworker visited either Eastside or Westside Elementary School (or both of them) for varying periods of time. During these visits he assumed the role of a non-participant observer: listening, observing, and making mental notes on the culture and routine of the school, together with any other factors which might have a bearing on program implementation.

As soon as this fieldwork commenced in early February 1976, informal interviews were also begun with the teachers of grades two and six at both schools. The purpose of these interviews was to give the fieldworker the teachers' perspective on the innovation and the strategy being utilized for its implementation. But more important, these discussions with teachers helped the investigator to identify the issues affecting implementation of this particular innovation in these specific schools. Issues identified in this way by individual respondents, were incorporated into the formal teacher interview schedule to be posed to all teachers in the study.

Phase III: degree of implementation. During phase III of the study the fieldworker conducted formal interviews with teachers and observed them as they taught language arts to their classes. Both data-gathering techniques were expected to help determine the degree to which the teachers of grades two and six were actually implementing the new program in language arts. In addition, it was hoped that formal interviews with teachers would assist the investigator in identifying those factors which account for this degree of implementation.

Formal teacher interviews were usually conducted in the teacher's classroom, but occasionally they were held in the staffroom, workroom or library during the teacher's preparation period, lunch hour or after classes had been dismissed. Interview sessions varied in length from one half hour to an hour and one half, depending upon the amount of time available to the teacher. Some respondents took as many as ten sessions to complete the entire interview schedule: most took five. None of these teacher interviews was tape recorded because it was felt that the respondents were likely to be inhibited by a microphone. In addition, transcribing tapes was considered to be a lengthy and often technically unreliable procedure.

The fieldworker opened each interview session with an explanation of its purpose and a reminder that the conversation was confidential as far as he was concerned. In Part I of the Teachers' Interview Schedule (see Appendix A), the respondents were also asked to reference their answer to particular time frames: when they first heard about the new program; after their first in-service; after they first tried to implement it; and finally, after the distribution of activity units in April 1976.

Part II of this same interview schedule was designed to probe more deeply into those issues raised by the teachers themselves in previous interviews, both formal and informal. These issues were primarily concerned with the Language Arts Program and P.I.P. Actual utilization of the innovation by its designated users could only be studied through classroom observation.

A short list of behavioural criteria was distilled from an anlaysis of the new program, as set out in the Elementary Language Arts Handbook (1973). Using these criteria as a classroom observation schedule, the fieldworker assumed a "limited interaction" mode in observing the language arts instruction given by all 14 teachers over a five week period in April and May, 1976. Taking notes, the observer would briefly outline the content, instructional methodology and overall impression of the lesson. Upon leaving the classroom, these sketchy notes were rewritten in greater detail, and an analysis was made of the extent to which each of these lessons had conformed to this methodology as expressed in these criteria. Each teacher was observed twice.

Phase IV: other perspectives. The school principals and facilitators of Eastside and Westside schools were a valuable source of information on the user systems and factors affecting the degree to which their teachers were implementing the new program. These people had already been informally interviewed, but the principals were also given a formal interview at this point.

All fifteen facilitators from across the entire school system were asked to complete a detailed two-part questionnaire (see Appendix B). The questions found in Part I came from data collected during the first three phases of the study. Part II was essentially a follow-up questionnaire dealing with issues and new questions arising out of Part I. The facilitators' questionnaire was intended to give the investigator an operational overview of P.I.P. and an indication from the facilitators as to just how effective this implementation strategy had been.

Summary

The purpose of this chapter was to examine the methodological considerations and decisions which went into the design and execution of this study. Starting with an explanation of the rationale behind the decision to adopt a case study approach, the author outlined the considerable support for this procedure within the literature on planned change, despite its inherent limitations.

This discussion was followed by a description of the criteria which were used to select a suitable project through which to study the dynamics of the implementation process. P.I.P. met these criteria and official permission to begin the study was obtained from the Edmonton Separate School Board.

In the next section of the chapter, the author described the rationale behind the decision to opt for an intensive study of two schools rather than an extensive study of many. The procedure by which Eastside and Westside schools were chosen from more than sixty schools was also outlined. This was followed by a brief account of how the investigator gained entry into these schools: meeting the principals and explaining the purpose of his study to their staff members.

The definition of the fieldworker's role was described next. Seeking to minimize the effects of his own behaviour on what transpired in the schools, while maximizing his flexibility in utilizing various data gathering techniques, the fieldworker adopted a non-participant observer role and carefully sequenced his data-gathering techniques accordingly. Great importance was also attached to the establishment and maintenance of a rapport with the teachers who seemed to have a low level of trust.

Finally, the author described the four phases of the data gathering procedure utilized in this study. The first phase (the preliminaries) involved an analysis of available documents related to the program (in language arts) and the project (P.I.P.). In the second phase (establishing an overview), the fieldworker visited the two schools, adopting the role of a non-participant observer, and conducting informal interviews with teachers and principals. Phase three (degree of implementation) consisted of formal teacher interviews and classroom observation. During the fourth phase (other perspectives), the fieldworker conducted formal interviews with the school principals and administered a two-part questionnaire to all 15 language arts facilitators.

CHAPTER IV

DECENTRALIZATION OF CURRICULUM DECISION-MAKING

Introduction

Unlike the previous language program, the new Elementary Language Arts Program has not been highly prescribed. Not only are there no grade specific objectives, local school authorities and teachers are expected to tailor the program to the requirements of their communities and the needs of individual learners by further developing the curriculum at the school district, school and classroom levels. The change in government policy which allows for local participation in curriculum decision-making is a fairly recent and somewhat controversial development in the Province of Alberta.

The purpose of this chapter is to document this change in policy whereby curriculum decision-making became decentralized, as the provincial government sought to share its power with local school districts, their schools and teachers. Some effort will also be made to determine those factors responsible for the development of this policy.

The chapter is divided into five major sections. In the first of these the author outlines the mode of curriculum decision-making in Alberta both before and after passage of the 1970 School Act. The key concepts of "curriculum decision-making" and "decentralization" are studied in the second section of the chapter. A chronological account of those legislative and ministerial changes in policy which have marked the various stages in the process toward the decentralization of curriculum decision-making are dealt with in the third section. In section four some manifestations of these legal and regulatory steps are examined as evidence of the attempt on the part of the Department of Education to operationalize this policy change. Finally, in an effort to explain why this change in policy came about, the author examines a number of environmental factors which may have contributed to this change.

The Decentralization of Curriculum Decision-Making

Under its federal system of government, the Canadian constitution recognizes two levels of jurisdiction: the central government and the provincial legislatures. Section 93 of the British North America Act gives to the provinces the power to make laws with respect to education. Thus, school districts are creatures of their provinces; whatever powers school boards possess is at the behest of their respective provincial legislatures.

Until recently, the Government of Alberta exercised, on its own behalf, much of its constitutional authority in maintaining a tight control over the school curriculum. This central control was characterized by its uniformity, lack of community involvement and a minimum of input from school boards, schools and teachers. Prescribing in considerable detail, the Department of Education would utilize its service publications to set out courses of study for the entire province. These publications included goals, instructional objectives, content and textual materials to be used.

To ensure that this centrally-prescribed curriculum was followed, the Department utilized such measures as school inspection and external examinations.

The evolution of government policy toward a greater decentralization of curriculum decision-making is epitomized by a Policy Statement Relative to Curriculum Development and Sections 12 and 13 of the Revised School Act. This statement, which was issued by the Department of Education in August of 1970, outlines the new power sharing arrangements between itself and the local jurisdictions, and the purpose of this policy change. First, the policy of the Department of Education is to prescribe courses in broad terms, leaving many curriculum decision to " . . . be made at the district, school and classroom level . . . ." Second, that the purpose of this new policy is " . . . to meet the needs of particular groups of students as well as the needs of individual students."

According to these statements the decentralization of responsibility for curriculum decision-making is based on the belief that diversity in the school curriculum, which is required if individual student needs are to be met, is best achieved through greater local involvement in curriculum planning and development. But precisely how this new responsibility is to be allocated among the various stake-holders in the local educational enterprise is problematical. Participation in decision-making at the local level may be associated with an increase in popular involvement by the community; greater political control by the school board; more administrative direction by the central office staff; greater professional responsibility for teachers; and, finally, client input from the students concerned.

Defining the Key Concepts

Before attempting to document the shift in government policy favouring the sharing of responsibility for curriculum decision-making in Alberta, certain key terms ought to be defined. The first of these is "curriculum decision-making"; the second is "decentralization".

Curriculum decision-making. The process of curriculum decision-making includes manifold decisions made at various levels in the educational hierarchy, and culminating in the selection of the intended ends and the intended means which guide teaching and learning. Such curricular decisions would normally be associated with the following planning and development tasks:

(1) determining aims or goals;

(2) identifying objectives designed to achieve the overall goals;

(3) selecting appropriate content and learning experiences;

(4) implementing curricula plans for a particular group of learners; and

(5) evaluating plans, procedures and outcomes.

In their comparative study of curriculum development throughout Canada, Taylor and Johnson (1974) found that all provinces grant some curriculum functions to the individual teacher.

> He has some freedom to define specific objectives, select content, and decide on teaching strategies and instructional materials, as long as these are consonant with provincial policy. How much teachers actually use this autonomy depends on the prescriptiveness with which this policy is administered by the Ministry staff, on the support teachers get from their administrators and professional associations, and on their own interpretation of the teacher's role in curriculum development. (p. 32)

Decentralization: English usage would seem to suggest that "decentralization" is simply the opposite of centralization. Such a notion, however, belies the complex relationship which exists between these concepts as revealed in the literature on organizations. Therefore, in the interest of clarity, any discussion of decentralization must come to terms with the companion notion of centralization.

> Centralization refers to the way in which power is distributed in any organization. By power we mean the capacity of one actor to move another (or other) actors to action. The smaller the proportion of jobs or occupations that participate in decision-making and the fewer the decision-making areas in which they are involved the more centralized the organization. (Hage and Aiken, 1970, p. 38)

In the context of curriculum decision-making, centralization is probably most closely associated with the research, development, dissemination and adoption (R.D.D.A.) paradigm of Guba and Clark (1965). In attempting to bridge the gap between theory and practice, Guba and Clark have proposed this schematic approach for planning the process of change and for spelling out the activities which may take place during each phase of this process. The initiative in these activities is taken by the researchers, developers and disseminators. The intended users of the innovation play a passive role.

This approach of Guba and Clark to the problems of planned change involves the linear sequencing of activities facilitated by a division of labor and a separation of roles and functions.

> Thus, in education, research is usually produced by universities; curricula which reflect the results of this research are developed under the aegis of departments of education; departments of education, school boards and teachers' associations share in dissemination of the curricula; teachers adopt the curricula for use in their classrooms. (Ledgerwood, August, 1975, p. 3).

But the coordination of these activities is predicated on the existence of an organizational structure characterized by a fairly high degree of centralization, in this case the departments of education.

In recent years a number of writers on planned change, including Havelock (1971) and even Guba and Clark (1975) have been calling into question a number of assumptions underlying the R.D.D.A. approach to change, including the centralization of decision-making. But while many administrators have begun to appreciate the limitations to centralization, it is not clear whether the practitioners understand decentralization and its implications before turning in that direction.

"'Decentralization' is a term of rich conceptual and empirical meaning; it can designate static fact and dynamic process; and it can refer to pure ideal-type and to moderate incremental change" (Fesler, 1965, p. 536). Walsh (1969) has identified several fallacies which he considers common in the treatment of decentralization:

> First, decentralization is viewed as a singular process, rather than a multidimensional set of relationships. Second, decentralization and centralization are treated as opposites in a zero-sum relation, although practical experience suggests that an increase in local roles does not necessarily entail a decrease in central power, and vice versa. And, third, futile attempts are made to formulate optimum arrangements for all programs and all times, without regard for variation in values, technologies and geography. (p. 179)

Maddick (1966), Walsh (1969) and other writers have identified two basic forms of decentralization, both of which are relevant to this study. "Decentralization has been defined as 'devolution' when it involves delegation from the center to independent and representative units of local government and as 'deconcentration' when the delegation is to subordinate field offices of the center" (Walsh, 1969, p. 157). Thus, the decentralization of curriculum decision-making in Alberta, which is the subject of this chapter, is clearly an example of devolution. The almost simultaneous creation of full regional offices of the Department of Education in 1971, is an illustration of deconcentration and will be dealt with in the next chapter.

Legal and Regulatory Steps Toward Decentralization

The first formal and rather tentative step toward the decentralization of responsibility for curricular decision-making came in 1968 when the government of Alberta passed Order-in-Council 271/68: General Regulations under the Department of Education Act. In Section 10, subsections (d), (f) and (g), provisions were made for school systems, schools and classroom teachers to share in the curriculum decision-making process in a limited, yet significant way:

(d) Courses to meet special conditions which represent a substantial change in either objectives or minimum content from any prescribed course may be offered if approved by resolution of a school board and if approved by the Minister.

(f) Notwithstanding (e), textual materials other than those recommended by the Minister may be used upon their approval by resolution of the school board. A copy of such resolution must be forwarded to the Minister.

(g) A teacher shall be responsible to the school board for the use of any instructional materials - e.g., films, filmstrips, overhead transparencies, etc. - other than those approved under subsection (f) above. (Order-in-Council 271/68, Section 10)

This first step towards decentralization has been described here as "tentative", providing a "limited" sharing of responsibility. The reasons for this description are not only the provisions noted above, but also subsections (a), (b), (c) and (e) of Section 10 of this same document, which reasserts the power of the central authority to prescribe courses of study (including content) for the use of teachers.

In 1970, the Alberta legislature passed the new School Act. By modifying those subsections of Section 10 which seemed to reinforce the powers of the central authority, this bill clarified and carried a step further the government's intention of decentralizing curriculum related decision-making. Whereas Section 10, subsection (a) of the General Regulations under the Department of Education Act specified "The Department of Education will prescribe courses of study for the use of teachers," the new School Act, Section 12 (2), uses the less mandatory, "The Minister may prescribe courses of study . . . . " In addition, Section 13 (1) of this same Act states: "The Minister may delegate all or any of his powers or duties under

Section 12 to a board, with or without restrictions."

Thus, the School Act (1970) constitutes a significant commitment on the part of the government of Alberta to the principle of decentralization in curriculum decision-making. However, the practical application of this principle has depended upon the willingness of the government to share in practice the responsibility for the curriculum. Evidence of such willingness was not long in coming.

On June 23, following passage of the School Act (1970) and pursuant to Section 13 of the Act, the Minister of Education officially delegated his power under Section 12 (2) (a) (ii) to school boards, allowing them to prescribe their own textbooks and other instructional materials.

In August 1970, the Department of Education issued a Policy Statement Relative to Curriculum Development and Sections 12 and 13 of the Revised School Act. The statement notes that although the courses of study will still be prescribed, the element of flexibility should encourage local participation in curriculum planning.

> However, the nature of this prescription will tend to be broad and will consist of statements of objectives as well as statements of minimum content expressed in terms of concepts, processes, experiences or skills. While such courses will form the basis for instruction, it is expected that within the framework of the prescribed courses, many decisions will be made at the district, school and classroom level in order to meet the needs of particular groups of students as well as the needs of individual students. (Department of Education, Policy Statement, August 1970)

Further, this same policy statement advises that with respect to Section 12 (2) (b) of the School Act, courses of study initiated at the local level, require Ministerial approval only in "those situations where the proposed course of study or pupil program is substantially or completely different from courses prescribed by the Minister" (Department of Education, Policy Statement, August 1970).

Operationalizing the Change

Program changes. The most immediate, tangible and significant manifestation of this decentralization in curriculum decision-making came in January, 1971 when the Department of Education published its elementary social studies handbook. In this publication, entitled Experiences in Decision-Making, the Department outlined its broad prescription for a new social studies program for grades one through twelve. The handbook maintains that this new "master curriculum" allows for many decisions at the district, school and classroom level. However, the prescriptive nature of this broad basis for instruction makes decentralization of decision-making in social studies not only possible but, indeed, mandatory. "The task of translating the master curriculum into effective learning opportunities is the responsibility of educators at the local level." (Department of Education, January, 1971, p. 21)

But the task of inquiring into themes, value issues and concepts which fall within a scope and sequence specified by the department, should only account for approximately two-thirds of social studies time. The remaining one-third is unstructured and "may be devoted to problems that are of current interest to students and teachers" (Department of Education, January, 1971). Thus, additional opportunities for local participation in curriculum planning were created by this new Social Studies Program.

Another example of the government's policy of placing greater responsibility for curriculum in the hands of school districts and classroom teachers is the new Elementary Language Arts Program. This program, which was introduced in the Spring of 1973, will be discussed in detail in Chapter VI.

A third manifestation of decentralized curriculum decision-making has been the Junior High School's Group B Options or General Electives. According to this program, teachers and students will completely develop their own learning experiences for up to a maximum of three Group B Options per year per student. "Course outlines are not provided. The minimum time allotment for each option should be 50 hours" (Department of Education, Junior-Senior High School Handbook, 1975-1976, p. 6).

Similarly, a greater share of the responsibility for curriculum decisions has been placed on Senior High School teachers and principals with the initiation of Special Project Credits, which are designed to encourage the implementation of the individualization of instruction. This program grants either three or five credits in any one semester for special projects carried out under the supervision and guidance of a professional staff member. (Department of Education, Junior-Senior High School Handbook, 1975-1976, p. 17)

The full potential of local initiative in curriculum development became a little clearer with the creation of the Educational Opportunities Fund by the Alberta Government in early 1973. "The Educational Opportunities Fund (E.O.F.) provides an opportunity for classroom teachers, schools and other local organizations or individuals to become actively involved in assisting to improve the quality of education in their district" (Department of Education, E.O.F. Policy Manual, 1974, p. 1). This fund was to have spanned three school years: 1973-74, 1974-75 and 1975-76. It was payable to 135 school boards in the province, at an original level of $20.00 per elementary pupil. Nearly 600 approved projects in all were funded in this way. E.O.F. also had a compensatory component for pupils of grades 1 - 12 who were environmentally disadvantaged. The compensatory program, which was funded according to a different formula, proved somewhat less significant than the more widely utilized elementary education component.

A major study of this multi-million dollar program was carried out by MacKay (1975), who found that as a model for stimulating local activity and focussing on elementary pupils, E.O.F. "seemed excellent." However, this external evaluation study underlines an important issue in the decentralization of curriculum: At what level within a school district ought curriculum decisions to be made? The evaluation report identified two separate models or approaches to project development being utilized by the various school systems: a centralized "top-down" model in which most decisions were made in the school district office; and a "grass roots", school-based approach. Projects which conformed to the latter were typically small-scale; "however, they had the apparent strength of involving teachers in decision-making about the problems facing the pupils in their schools" (MacKay, 1975, p. 71).

Monitoring the curriculum. As noted earlier, the characteristics of a centralized curriculum in Alberta include not only courses of study prescribed in considerable detail by the Department of Education, but also regulatory measures to see that this prescription is followed throughout the province. From the foregoing account, it seems obvious that significant changes in curriculum decision-making practices have occurred in the wake of changes in legislation governing curriculum in Alberta. Therefore, it should not be surprising that this new emphasis on a decentralized curriculum has been accompanied by a relaxation of those monitoring measures normally used by the Department of Education to ensure that provincially-prescribed curricula are being followed. Specifically, changes in the nature of supervision and inspection as well as changes in the evaluation of students have further decreased the extent of central control.

Not long after the passage of the new School Act (1970), provincially set, external examinations were eliminated in Alberta. First, the grade IX examinations were dropped in 1972, then those for grade XII were phased out over a two-year transitional period. During the 1972-73 school year, the government announced that all senior high schools in the province would be automatically accredited to evaluate their own grade XII students. However, for those schools wishing to use them, departmental examinations in matriculation subjects were made available for an additional year (1973-74), after which time schools were responsible for devising their own "fair and just method of evaluation" (Department of Education Directive, February, 1973).

Shortly after the School Act came into force there was a perceptible shift of emphasis in the Department's practice of school inspection. While the expectation that schools will follow the provincially-prescribed curricula has not changed, the nature of supervision and inspection has. No longer does the Department of Education monitor use of its centrally-prescribed curriculum with provincial inspectors. "Though Departmental personnel still have the right to make such inspections, it is now intended that the Department's role be more consultative than regulatory" (Ledgerwood, 1975, pp. 17-18).

Factors Accounting for the Change

In the final section of this discussion on curriculum decentralization the author will attempt to examine those environmental factors which have contributed to this new direction in government policy. These factors may most easily be divided between those which are sources of pressure, actively seeking change and those which are basically conditions facilitating the change. The reports of the Royal Commission on Education in Alberta (1959) and the Commission on Educational Planning (1972), as well as interest groups such as the Alberta Teachers' Association and the Alberta School Trustees' Association were all sources of pressure favouring decentralization. Two conditions which facilitated this change in government policy would include more highly qualified teachers, and the necessary financial resources at the local level.

Sources of pressure. Those conditions and pressures that favoured the decentralization of curriculum seemed to find their earliest expression in the 1959 Report of the Royal Commission on Education in Alberta. Under the chairmanship of Senator Donald

Cameron, this Commission made a series of recommendations dealing with curriculum decision-making. Many of these recommendations have been incorporated into the 1970 School Act, Orders-in-Council and departmental regulations which together constitute the government's policy of decentralization, as outlined in the previous section of this chapter. Through its recommendations the Commission has endorsed specific proposals placed before it by various interest groups. However, because the recommendations of a Royal Commission can be expected to generate considerable publicity, the Cameron Report must be regarded here in its own right, as a factor which has contributed to a change in government policy by focussing political pressure on the issue of locus of decision-making in curriculum matters.

By recommending that the general nature of the curriculum be conceived to provide appropriate differentiation at all school levels, the Commission, in its majority report, has clearly staked out its basic position on decentralization: "the range of individual differences cannot be well served by a uniform curriculum. The full range of students' potentialities can be developed best through substantial differentiation of curriculum, of increasing proportion from elementary to high school levels" (Cameron, 1959, p. 88).

Recognizing the implications that a differentiated curriculum has for decentralization, the commissioners affirmed their confidence in the expertise which is available at the local level. "The Commission firmly believes that certain schools and school systems are sufficiently mature to be able to devise and extend their own curriculum beyond the mandatory and other courses specified by the province" (Cameron, 1959, p. 88). Such a belief does not deny the need for the Department of Education to establish a "basic curriculum", only the notion that this responsibility extends to the anticipation and regulation of curriculum for all. The report recommends "that schools and systems designated as accredited be granted autonomy in matters of curriculum" (Cameron, 1959, p. 88).

The Cameron Commission found that sections of the public, teaching profession, and some school boards pressed for increased centralization, while similar cross sections of the same groups sought greater decentralization. In addition to whatever direct influence it had on government policy, by coming out in favour of the decentralization of curriculum decision-making, the Commission's report has had the effect of legitimizing the demands of those interest groups which have since become identified with the cause of decentralization, at least to the extent that the Commission's recommendations endorse their demands. Among these interest groups were members of the A.T.A. and the A.S.T.A.

Although the Alberta Teachers' Association has long regarded the right to make curriculum decisions as the professional prerogative of teachers, it was not until 1967 that the A.T.A. gave its official support to the decentralization of curriculum control. This support came in the form of Policy Resolution 1.a.12, passed successively at the 1967, 1970 and 1972 Annual Representative Assemblies:

> BE IT RESOLVED, that the Alberta Teachers' Association press for increased local autonomy and local participation in curriculum building. (A.T.A. Members' Handbook, 1972, p. 144)

Through its policy statements dating back to 1964, the Alberta School Trustees' Association has continued to endorse the "principle of local and lay control of education", and since 1968 it has been calling for "a diversified program of education to meet the needs of all pupils" (A.S.T.A. Handbook, 1973, p. 19). But it was not until 1972 (two years after passage of the new School Act) that the Trustees' Association took more direct action by passing a resolution which dealt specifically with the issue of curriculum decentralization:

> The Minister is urged to expand the power of local jurisdictions to modify and develop curriculum. (A.S.T.A. Handbook, 1973, p. 21)

In June 1969, the Government of Alberta, by Order-in-Council 1126/69 established the Commission on Educational Planning under the Public Enquiries Act. Under the chairmanship of Walter H. Worth, this Commission produced a document entitled: A Choice of Futures; A Future of Choices (1972), which is popularly referred to as the Worth Report.

In an analysis which borrows heavily from the work of Willis Harman (1970), this report ponders two plausible alternative futures for Alberta: the second phase industrial society and the person-centered society. Values congenial to the former are based on a hierarchy of authority and communication, clearly specified roles and many rules to guide daily activity.

> Conversely, the person-centred society's humanist values support a more flexible structure, which better enables the organization to recognize, adjust and adapt to changing conditions. There would also be more emphasis on a two-way flow of communication between superior and subordinate, creating a greater emphasis on participation in decision-making by those at lower levels in the organization. (Worth, 1972, p. 30)

By coming out in favour of the latter alternative, the Commission has given its support to the basic principle of power sharing in curriculum decision-making. And of course, implicit in the very notion of a person centred society is the recognition of individual pupil differences and the desirability of a differentiated curriculum. Nevertheless, the Commission's report does appreciate that controls are necessary, but suggests that "one of the controls most suitable to a person-centred society is the conscious, planned channeling of growing individuals through diverse, even contradictory social experiences" (Worth, 1972, p. 301).

Finally, at a more mundane level, the Commission on Educational Planning struck another blow against central prescription by expressing its support for the abolition of Grade XII departmental examinations (Worth, 1972, p. 300).

Facilitating conditions. Among those environmental conditions which have made it possible for the Government of Alberta to embark on a policy of curriculum decentralization has been the growing availability of the necessary resources. Without an adequate supply of qualified teachers, sufficient expertise at the school district level and the financial resources to pay for all of these, decentralized decision-making would be unlikely and a differentiated curriculum virtually impossible.

The prosperity of the 1960s and 70s made it possible for the Alberta government to allocate increasingly larger sums of money for education. The availability of such funds has enabled Albertans to purchase the materials, hire the teachers and assemble the expertise necessary to establish a differentiated course of studies within a decentralized curriculum.

The growing availability of expertise at the school system level was noted back in 1959 when the Royal Commission on Education in Alberta expressed its confidence in the ability of certain schools and school systems to extend their own curriculum (p. 88). Without these capabilities at the local level or through regional offices, decentralization of curriculum decision-making would not be viable.

The existence of a highly qualified teaching profession is a prerequisite to any attempt to diversify the curriculum and decentralize the decision-making process which governs its operation. The Annual Reports of the Department of Education document the growth in the quantity of highly qualified teachers in the province. In 1960, approximately 11,677 teachers held certificates, of whom 25 per cent possessed at least one degree from a college or university. By 1970, the number of teachers holding certificates in Alberta had risen to 22,726 with 42 per cent of these people holding at least one university degree. Obviously this growth in teacher professionalism has also facilitated the government's effort to decentralize the curriculum.

Summary

The purpose of this chapter has been to document the process by which curriculum decision-making in the Province of Alberta was decentralized. Starting with a description of the effects of power sharing, the author then attempted to clarify two key concepts: "curriculum decision-making" and "decentralization". This was followed by a chronological account of those legislative and ministerial steps which marked the various stages in this decentralizing process, together with evidence of the Department's attempts to operationalize this change in policy. Finally, an effort was made to identify a number of environmental factors which contributed to this decision to decentralize curriculum decision-making.

CHAPTER V

THE PROVINCE'S ROLE IN THE DEVELOPMENT AND DISSEMINATION OF THE ELEMENTARY LANGUAGE ARTS PROGRAM

Introduction

As noted in the previous chapter, the policy of the Government of Alberta has favoured the decentralization of curriculum control. This delegation of provincial authority has created a system of power sharing involving the Department of Education, the school districts and, to some extent, the classroom teachers of the province. Before beginning an examination of the Elementary Language Arts Program, some attention will be given to the origin of the new program and how it was made available to the school districts.

The purpose of this chapter is to examine the province's role in the development and dissemination of curricula in general, and the new Language Arts Program in particular.

The current mode of curriculum development, as practiced at the provincial level, is studied in the first section of the chapter. In section two, the author looks more specifically at the steps involved in the development of the Language Arts Program. The role of the Department of Education in the dissemination of provincially prescribed curricula is examined in general terms in section three, and more specifically in section four with the case of the Language Arts Program.

The Provincial Role in Curriculum Development

As previously indicated, passage of the School Act (1970) made it possible for different types of curricular decisions to be made at various levels within the educational structure of Alberta. Certain curricular decisions leading to the establishment of broad objectives and courses of study are made at the provincial level, giving general direction to education throughout the province. Other decisions, designed to reflect the particular needs and interests of children, teachers and the local community have been left to the school district or the school.

According to Thornton (1974), "Translation of the broad prescriptive objectives into learning activities is the duty of the teacher either with or without the assistance of other local school system personnel" (p. 12). However, the allocation of curriculum decision-making authority at the local level is ultimately the responsibility of the school system itself. Thus, warns Thornton (1974), "what starts out being a centralized structure for curriculum development with built-in expectations for decentralized decision-making by the teacher, sometimes ends up being a curriculum highly structured by the school system with little potential for classroom decision-making" (p. 3).

At the provincial level, it is the Curriculum Branch of the Alberta Department of Education which is responsible for the development of new curricula. In carrying out this task, the Curriculum Branch follows certain guiding principles which have been set out in a departmental paper entitled Curriculum Development in Alberta, Canada:

a) Broad curriculum issues such as the aims of education and the balance between subject areas should reflect the needs of society. With respect to these broad questions, the opinions of lay people are as significant as those of the professional educator.

b) Continuous contact must be maintained with the world of scholarship in the various subject areas, in the psychology of learning and teaching, and in the field of sociology and philosophy.

c) Decisions made regarding curriculum change should be administratively feasible. In theory, administration facilitates learning and teaching; in practice, changes not amenable to relatively practical administrative solution have little hope of taking place.

d) Curriculum changes should be relatively acceptable to classroom teachers. The term "relatively" is used advisedly, since no curriculum changes are completely acceptable to all personnel.

e) The program should be relatively acceptable to the teachers' association, the school trustees' association and the parent-teacher associations.

f) There should be effective articulation of programs from Grades 1 to 12 and with post-secondary institutions, business and industry. This principle is very difficult to attain over any considerable period of time because forces at the provincial, national or even international level may impinge upon the developments in any given subject area at any given grade level. If the development happens to be very promising, it will likely be accepted by most provinces and most school districts, even if it tends to have negative effects on the articulation of the complete program in that subject area.

g) Persons appointed to curriculum boards and committees should be well qualified for committee work. (Thornton, 1974, pp. 4-5)

Curriculum development under the aegis of the Department of Education depends heavily on the work carried out by curriculum boards and committees. Thus the quality of the curricula developed at the provincial level is at least partly a function of the quality of the personnel who constitute these bodies. The people invited to participate in this activity are drawn from four major groups: classroom teachers (chosen from a list submitted by the teachers' association); educational administrators (consultants, superintendents, supervisory personnel and principals); representatives from the universities (recommended by the deans of the faculties concerned); and finally, representatives (usually the provincial executives) of the school trustees' association and parent-teacher associations.

Curriculum Boards. There are two provincial curriculum boards in Alberta: one is concerned with the elementary school and the other with the secondary school. In the fall of each year representatives of the various interest groups indicated above, are appointed to these boards by the Director of Curriculum in consultation with the Associate Deputy Minister. In addition, membership of the Elementary and Secondary School Curriculum Boards includes the Associate Deputy Minister, the Director of Curriculum and his associates, as well as representation from other branches of the Department of Education. This brings the total membership of each board to approximately thirty people.

According to their terms of reference, the Elementary and Secondary School Curriculum Boards can make recommendations regarding courses of study, textbooks, the necessity for curriculum guides, broad curriculum issues outlined in the current handbooks (such as course prerequisites and time limits), as well as other matters deemed appropriate by the Director of Curriculum. (Thornton, 1974, p. 7)

Curriculum committees. These committees may be classified either as subject matter (policy) committees or as special ad hoc committees. The subject matter committees, which are really the policy bodies in each subject area, are responsible for the program in a subject from grades one to six (elementary) or grades seven to twelve (secondary). To complete the development of a program, including the selection of appropriate textual materials, these subject matter or policy committees usually need to appoint their own ad hoc committees, subject to the approval of the Director of Curriculum.

The duties of the subject matter committees include the right to make recommendations to their respective boards regarding the content for specific courses and recommended textbooks. In addition, these committees often prepare curriculum guides which are service publications made available to teachers and supervisory personnel. These guides may include suggestions regarding content (outlined in detail), methodology, teaching aids of various types (reference materials, textbooks, films), equipment (science apparatus, language laboratory), facilities and evaluation.

Special ad hoc committees are created usually on the advice of the curriculum boards. These boards also make recommendations regarding their terms of reference and membership of these committees. The primary duty of the special ad hoc committee is to advise the curriculum boards relative to a particular issue such as requirements for high school diplomas or the operation of the elementary school.

Thus, the structure for the development of curricula at the provincial level in Alberta consists of a committee network within the Curriculum Branch of the Department of Education. The make-up of this network, as Thornton (1974) points out, is "based on the premise that those with a legitimate interest should have a voice when significant decisions are being made" (p. 6). Diagramatically this structure may be shown as in Figure 1.

The Development of the Language Arts Program

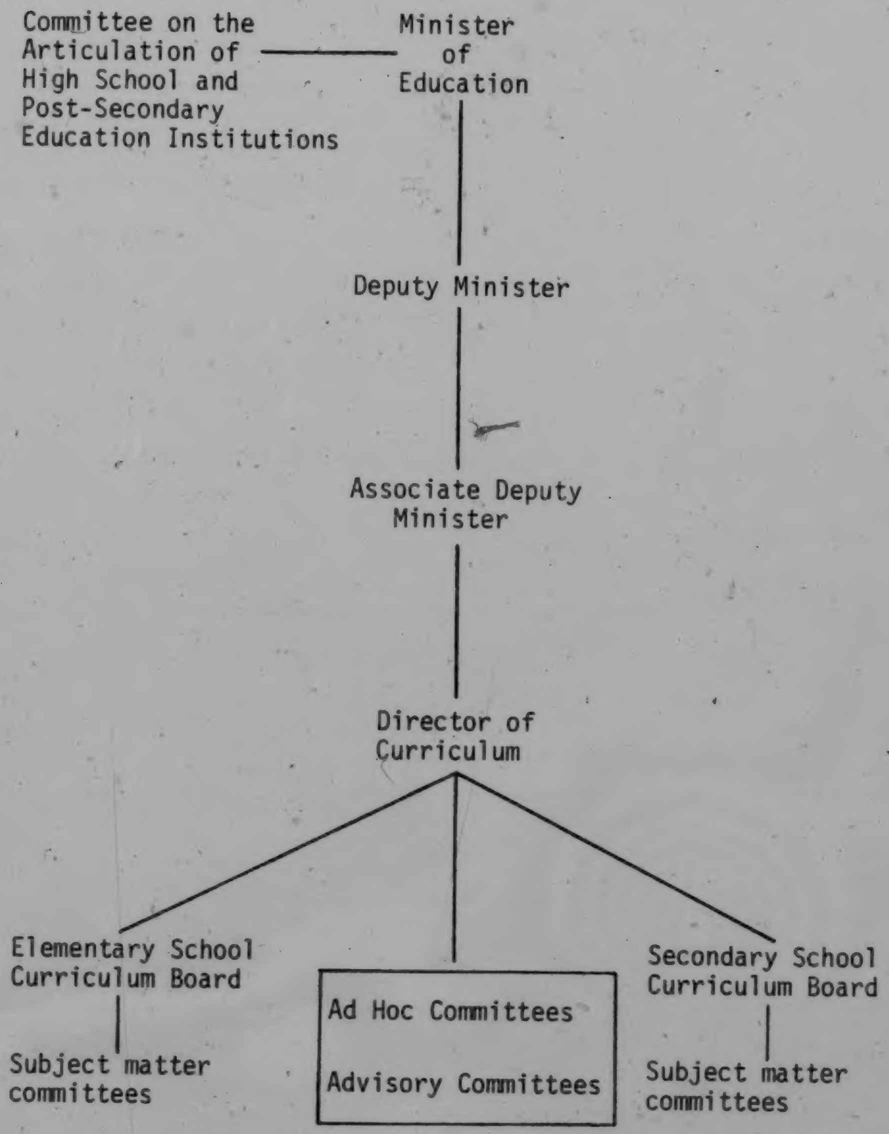
In December 1968, the Alberta Department of Education announced in its Curriculum Bulletin that "a Language Arts Committee is beginning a review of language, handwriting and spelling". This brief notation marked the beginning of a provincially-based curriculum development project that was to last more than four years. The new program which resulted from this development effort gave the elementary schools of Alberta a new direction in language arts.

Interviews with members of the Language Arts Committee revealed that the impetus for this curriculum activity came in response to "wide-spread criticism" concerning the inadequacy of the existing language program and its materials as set out in the Department of Education's Bulletin 2 C (1959). The Elementary Language Arts Committee, which was responsible for articulating this felt need, sent a recommendation to its Curriculum Board calling for the development of a new program. The Language Arts Program, which was subsequently approved by the Curriculum Board, did not include Reading.

During the preparation of this new Language Arts program, a number of important developments took place which affected the nature and the outcome of the Language Arts Curriculum

FIGURE 1

STRUCTURE FOR CURRICULUM DEVELOPMENT AND ARTICULATION


Committee on the Articulation of High School and Post-Secondary Education Institutions
Minister of Education
Deputy Minister
Associate Deputy Minister
Director of Curriculum
Elementary School Curriculum Board
Subject matter committees
Ad Hoc Committees
Advisory Committees
Secondary School Curriculum Board
Subject matter committees

Note: From Curriculum Development in Alberta, Canada M.F. Thornton, Alberta Development of Education, 1974, p. 6.

Committee's work. First, under the influence of Dr. P. McFetridge, a committee member, the committee began to favour a more integrated approach to the teaching of language -- one which, while focusing on the process of communication, is based on current knowledge of the child as he develops in language. Thus by March 1972, the Department of Education was able to announce in its Curriculum Bulletin that "a Communication Model which incorporates verbal communication, handwriting, language and non-verbal communication skills has been developed" (Vol. V, No. I, p. 1).

The second development came when the Elementary Curriculum Board, in response to both the literature and representations by the Reading and Language Arts Curriculum Committees, decided to dissolve these committees (once the Language Arts Committee had completed its program revision), in favour of a single committee which would incorporate all of the language arts. The formal announcement of this new policy committee, which was to retain the name the Language Arts Curriculum Committee, came in June 1973. The new committee was to be activated in September of that year.

But more important, this structural change in the organization of the Curriculum Branch's committee network was carried out to facilitate a third significant development. What had originally been intended as a review of language, handwriting and spelling by the 'old' Language Arts Committee, became the first phase in a much more comprehensive curriculum revision and integration task. The 'new' Language Arts Curriculum Committee was to be "responsible for bringing together programs in Handwriting, Language, Reading and Spelling" (Curriculum Bulletin, June, 1973, p. 2).

Fourth and finally, because of the magnitude of the original task of revising existing programs in handwriting, language and spelling, the 'old' Language Arts Committee decided to concentrate on language, where the need for change was considered particularly acute. A similar development of the spelling, handwriting and reading dimensions of a fully integrated Language Arts program, based on the Communications Model, is currently being undertaken by the 'new' Curriculum Committee. Nevertheless, the new Language Arts Program, which is found in the interim edition of the Elementary Language Arts Handbook (1973), does possess strong integrative aspects.

In concluding this portion of the chapter, one other critical point should be noted. Although the three series of textbooks recommended for use with the new Elementary Language Arts Program were piloted by a number of schools, the program itself was never piloted before being formally adopted by the Department of Education for province-wide dissemination. The impact that this fact had on teacher support for this innovation is discussed in Chapter VII.

The Province's Role in Dissemination

To the extent that the Provincial Government has retained its authority over curricular decision-making, the Department of Education has the power to prescribe curricula, in this case, broad general guidelines for an Elementary Language Arts Program. The same School Act (1970), which maintains the power of the Department to prescribe, also gives it the regulatory authority to see that such programs are actually being utilized by the schools. Therefore, modifications, adaptations and elaborations at the school system, school and classroom levels not withstanding, teachers are legally required to implement these basic programs. However, the implementation of any new program requires that it be understood, and often necessitates new knowledge, skills, abilities and even new attitudes on the part of the classroom teacher.

Although the Department of Education has the responsibility for making sure that provincially-prescribed curricula have been implemented, it is not responsible for the implementation process. "The task of translating the master curriculum into effective learning opportunities is the responsibility of educators at the local level" (Department of Education, January 1971, p. 21). But, since local school authorities have not participated in the development and formal adoption of provincially-prescribed programs, they are hardly in a position to initiate the dissemination process upon which implementation depends. Before teachers can receive in-service training, subject area consultants at both the regional and local levels must be given similar training. Thus, while the extent to which the Department of Education ought to be responsible for disseminating new programs might well be debated, for practical reasons alone the Department has a fundamental role to play in communicating the "master curriculum" to those who are expected to make use of it.

Having considered the characteristics of the Department's new elementary Language Arts Program, the primary purpose of this section of the chapter is to examine the means utilized by the Department to disseminate the program. Dissemination is the deliberate and controlled communication of new ideas (the Language Arts Program) by a source (the Department of Education) within a fairly well defined social system (the educational system of Alberta). The role of dissemination in this instance is to seek the teacher's functional adoption (implementation) of an innovation which has been developed and formally adopted by the Department of Education.

Degrees of dissemination. Although all dissemination efforts being considered here are directed toward the ultimate implementation of a curricular innovation, they often differ both in form and scope. Nevertheless, it is possible to make a basic distinction between those dissemination efforts which are designed to create teacher awareness of the new program and those which seek to demonstrate its use. In the first instance, the Alberta Department of Education does accept some responsibility for making all teachers in the province aware of the programs which affect them. In the second case, the Department is prepared to make available on request subject area consultants for those school systems which lack the expertise needed to carry out in-service programs designed to demonstrate use of the innovation. How, then, does the Department carry out what it perceives to be its duties in the dissemination of curricular innovations?

Within the Alberta Department of Education there is a basic division of labour between those who are responsible for the planning and development of courses of study -- the Curriculum Branch, and those who are expected to assist in the implementation of curricula -- the Field Services Branch. The organizational arrangement tends to create a number of problems. For example, while communication between the two branches has been facilitated by the presence of Field Services Consultants on appropriate Curriculum Committees, not all consultants can serve in such a capacity. Therefore, those consultants who are not committee members must receive in-service training from those who are. Equally critical for the implementation of curricular innovations, the Field Services Branch has no budget to disseminate new programs, no matter how radical a change in teacher behavior is required. Whatever in-service training the Department of Education feels responsible for is carried out through the regional offices utilizing existing personnel.

Curriculum Branch's role. It is important to note that the specification of task between the Curriculum and Field Services Branches is not mutually exclusive. Indeed, the Curriculum Branch plays a significant role in the "awareness stage" of the dissemination process, largely through Departmental publications for which it is responsible: courses of study (e.g., Elementary Program of Studies), curriculum guides (e.g., Elementary Language Arts Handbook), and the Curriculum Bulletin.

Courses of study, published annually by the Department, are the only prescriptive documents developed by the Curriculum Branch. These statements include only the course objectives, content (in general terms) and a list of recommended instructional materials (usually textbooks).

Curriculum guides, on the other hand, normally include course content spelled out in great detail, suggestions regarding both methodology and time schedules, as well as lists of equipment, instructional aids and community resources. These guides are service publications prepared by committees and published by the Curriculum Branch. They are not prescriptive except where they duplicate what is contained in the course of study. The Department of Education ensures that both courses of study and curriculum guides are sent out to the schools and to school system personnel concerned.

The Curriculum Bulletin, which is published three or four times a year by the Curriculum Branch, contains details of course changes, textbook recommendations and other pertinent material. Among those receiving this bulletin are: (1) officials of the Departments of Education and Advanced Education and Curriculum Policy Committees; (2) superintendents, consultants and principals in all school systems; (3) post-secondary institutions, Alberta Teachers' Association and the Alberta School Trustees' Association.

Role of Field Services. Aside from its concern to inform all teachers regarding the nature of new programs, usually through its curriculum publications, the Alberta Department of Education has no master plan for the dissemination of provincially-prescribed curricula. Dissemination beyond this "awareness" stage has been deemed to be primarily the responsibility of local school authorities. But not all school boards are endowed with resources sufficient to furnish the expertise required to cope with the "demonstration" phase of curricular dissemination. Small, usually rural, school systems lack the expertise needed to provide their teachers with in-service training. Therefore, in the interests of equity, the Department of Education, through its Field Services Branch, makes available subject area consultants who, on the request of these school systems, assist teachers in the implementation of curricular innovations. The expectation is that larger, usually urban, school systems, which possess the required expertise, will assume the major burden for implementing new programs in their jurisdiction. Provision of these consultative services is but one of the many functions of the Regional Offices of Education which are an integral component of the Field Services Branch of the Alberta Department of Education.

Regional offices of education. The establishment of these regional offices in 1971 represents another manifestation of a policy favouring the decentralization of education in Alberta. As indicated in the previous chapter, decentralization takes two basic forms: devolution, the delegation from the center to independent and representative units of local government (school boards); and deconcentration, when the delegation is to subordinate field offices of the center (Regional Offices of Education).

> The goal of Regional Offices is to assist school authorities in the improvement of the education of students in accordance with the goals, policies, statutes and regulations of Alberta Education and to provide one means whereby two-way communication between the Minister and school jurisdictions can be facilitated. (Dept. of Education Policy Statement, 1976, pp. 1-2)

Using the term "regionalization" to describe the creation of a territorial unit smaller than the province as a basis for the administration of education, Chapman (1974) has derived the following interrelated factors from an analysis of the rationales for regionalization as provided by provincial and territorial departments of education in Canada.

1. Departments of education have accepted decentralization and regionalism as bases for policy formulation:

2. Leadership and service functions of departments of education have been emphasized, with regulatory and monitoring functions being

delegated to regional and local levels.

3. Local school boards have an increased responsibility for the supervision of education.

4. Factors 2 and 3 have created a surplus of provincially-employed supervisory personnel.

5. Changes in the philosophy and technology of education have created the need for highly specialized and costly programs.

6. There have been inequalities in the financial resources available to school system.

7. Attention has been drawn to equalizing the services available to urban and rural school systems. (p. 259)

Probably no single event helped to hasten the creation of Regional Offices of Education in Alberta more than the 1970 revision of the School Act. This legislation brought about a marked shift in the balance of responsibility for educational matters, from the centre (the Department of Education) to the independent, self-governing units (school boards). First, school systems were required to appoint their own superintendents. Prior to this, these educational officials were employed by the Department. Second, the decentralization of curriculum decision-making meant that school systems would have a greater role to play in the local development, dissemination and implementation of new curricula which have been prescribed in only general terms by the Department of Education. Examples of these programs would include the new Social Studies and Elementary Language Arts.

But while both of these steps do delegate a greater share of the responsibility and authority to the school systems, the ultimate, constitutionally-based responsibility for education in Alberta still remains with the Provincial Government. Thus a monitoring role has still to be played by the Department of Education. The Department also plays a consulting role in helping some school systems, particularly small, rural ones, to maintain good administrative practices and to improve the general level of their educational services. The Department of Education decided that its dual responsibility for the monitoring role and service role could best be carried out through a system of six Regional Offices of Education to which the appropriate authority would be delegated.

> The monitoring role fulfills the ultimate responsibility of departments of education for administering all local school systems within their provincial system. The service role is designed to meet the demand from local educational units for increased equity in the share of educational services. (Ingram _et al_., 1974, p. 8)

Dissemination of the Language Arts Program

The actual means utilized by the Department of Education to disseminate the new Elementary Language Arts Program might best be seen in the light of what was originally intended or would otherwise have been preferred by the Curriculum Branch of the Department. First, on the advice of the Language Arts Committee, the Curriculum Branch had originally decided to opt for a highly controlled, limited-scope approach to the dissemination of this new program. Specifically, committee members had argued that distribution of the interim edition of the handbook should be limited to those teachers who requested it and were willing to attend workshops designed to aid them in implementing the new program. The June 1973 _Curriculum Bulletin_ announced that "there will be alternative programs in Language, the old and a new, the latter program having been announced in the Curriculum Bulletin, February 1973".

The handbook. In fact, the new Elementary Language Arts Handbook was given the usual general circulation accorded such documents. The guide was distributed first to all superintendents and school principals who were authorized to make copies available to all elementary teachers, along with the Program of Studies for Elementary Schools. According to Regional Office consultants and Departmental officials, there is considerable evidence indicating that the curriculum guide has not reached a substantial number of schools. Where the handbook has been made available to school staffs, teachers often do not bother to read it. Those who have read the guide and do not like the new program often rationalize their refusal to implement it on the grounds that the Language Arts Program, as contained in the guide, has only an "interim" status. The expectation that the program will be changed, leaves open the possibility that it might be discontinued.

Video tapes. Concern for this problem led the Elementary Language Arts Committee to arrange with Television North (later to be known as Access T.V.) for the production of a series of video tapes to serve as another means of getting across the point of view of the new program to teachers. Some of these tapes present actual classroom situations designed to help the teacher understand and implement the new program. They deal with such topics as basic language growth patterns, listening skills and oral development. Although available from the Department of Education, distribution of these video tapes ultimately depends on the initiative of the local school district which is required to send in blank tapes for free duplication. And, of course, local authorities are expected to encourage school staffs to view these tapes at their convenience or incorporate the tapes into in-service sessions.

Unfortunately, of the nine video tapes originally planned, after three years only five have been produced. Only four of these tapes have been released. Equally disappointing is the fact that local supervisors of instruction have not made principals and teachers aware of the availability of these tapes. Departmental officials report that, to date, the regional office Language Arts consultants have made the greatest use of them, particularly in the preparation of in-service sessions.

While the use of video tapes does seem to represent something of a departure from the Department of Education's usual approach to the problems of disseminating new curricula, the difference is largely one of technology. First, although the medium being used tends to carry the communication beyond the "awareness" stage of dissemination to its "demonstration" stage, the message on tape is fundamentally the same as that found in the handbook. Its purpose is identical: to help teachers understand and implement the new Elementary Language Arts Program. Secondly, the respective roles of the Department of Education and the local school system are essentially the same for the distribution of tapes as for the circulation of curriculum guides. The Department made both available in its single province-wide approach to the dissemination of this particular school program. However, since dissemination is not regarded as the responsibility of the adopter of this innovation dissemination is not universal and automatic. Local school authorities are expected to order both video tapes and curriculum guides.

Workshops. The Curriculum Branch designed a third province-wide strategy which was intended to provide the Department with a "demonstration" phase to its dissemination plans for the Elementary Language Arts Program. The strategy consisted of two three-day workshops to be held in each of the six zones throughout the province. The school principal and two or three of his teachers (depending on the size of the school) were to attend one of these twelve in-service sessions held across the province, with the expectation that they would return to help the teachers of their schools implement the new Language Arts program. These workshops were to have dealt with the philosophy of the program, teaching strategies and organizational approaches.

This strategy was never utilized because the Curriculum Branch does not have the mandate to disseminate curricula and Field Services, which has the mandate, lacked the money required to do the job. To cope with this problem in the case of a new Junior High Language Arts program, the Curriculum Branch has built in a more elaborate development stage which features the in-service training of teachers who have volunteered to pilot that new program. The expectation is that these pilot teachers will play a dissemination role by training other teachers in their area who will need help in implementing the final version of the program.

Consultative services. Despite the foregoing, the primary responsibility for the dissemination of new, provincially prescribed curricula, has been assigned to the Field Services Branch of the Department of Education. Working out of the five Regional Offices, Language Arts consultants have, at the request of school systems, conducted numerous in-service sessions designed to help teachers implement the new program. Most of the school systems which have benefited from these consultative services over the past three years have been those which lack the expertise required to disseminate the new Elementary Language Arts Program.

While Field Services reports that demand for such assistance has been strong, there are a number of factors which adversely affect the efficiency and effectiveness of this particular approach to the dissemination of new curricula. First, when school systems were required by the School Act to appoint their own superintendents, some former superintendents employed by the Province opted to stay with the Department of Education. Unfortunately, however, not all of these former superintendents have the training or professional experience required to be considered qualified as subject area specialists. At least two of the six Language Arts consultants working out of the Regional Office fall into this category. Second; given the fact that subject area consultants are expected to be "experts" at all grade levels in a given subject, and given the lack of financial resources needed to bring in "outside" specialists to conduct workshops to help teachers to implement new curricula, it is unlikely that this dissemination strategy will ever achieve success beyond the teacher "awareness" stage. Third, in addition to their consultative role, "on occasion subject matter specialists because of their expertise relative to a specific matter may also be assigned a regulatory duty" (Department of Education, Policy Statement, January, 1976, p. 6). Not only does the diversity of these two roles constitute a heavy burden for these consultants, these roles appear to be somewhat incompatible. In their evaluation of the Regional Offices of Education in Alberta, Ingram _et al._ (1974) found that "a majority of Regional Office consultants perceived a basic conflict between the regulatory role and the service and development role" (p. 63).

The focus of this discussion has been on the role played by the Department of Education in the dissemination of the Elementary Language Arts Program. However, school system, universities, and various teachers' professional associations have also contributed in some (albeit uncoordinated) way to the dissemination of this program.

Summary

The purpose of this chapter has been to examine the province's role in the development and dissemination of curricula, and more particularly the new Language Arts Program.

The chapter has been divided into four sections. The current mode of curriculum development as practiced at the provincial level was studied in the first section of the chapter. In section two, the author looked at the development of the Language Arts Program. The role of the Department of Education in the dissemination of provincially-prescribed curricula was examined in general terms in section three. The dissemination of the Language Arts Program was discussed in section four.

CHAPTER VI

THE INNOVATION:
THE LANGUAGE ARTS PROGRAM

Introduction

There has been a tendency in the past to use the words "change" and "innovation" interchangeably. This practice obfuscates the fundamental distinction between change as process and change as substance or content. For this reason current usage favours the word "change" to denote process and the term "innovation" to refer to its substance.

The purpose of this chapter is to examine the substance of this innovation with a view to identifying those attributes of this new program in elementary language arts which tend to contribute to or militate against its full and proper implementation. In the first part of this chapter the author presents a general description of the program including its underlying philosophy, design, goals and methodology. An examination of the program's objective attributes is presented in the second part. These attributes are factors which affect the degree to which the program is likely to be implemented by classroom teachers.

A General Description

This new program being adopted by the Edmonton Separate School System was developed under the authority of the Curriculum Branch and adopted by the Department of Education for the use of schools throughout Alberta. The most complete description of this program has been set out in the interim edition of the Elementary Language Arts Handbook (1973). Handbooks, which are often referred to as curriculum guides, are service publications designed to aid the planning and instructional efforts of the classroom teacher. In instances such as this, where the Department of Education is initiating a new program, the role of such documents takes on a much more critical quality.

In the introduction to the new Elementary Language Arts Handbook, its authors cite two important reasons for a new program and a new handbook in language arts. First, modern living imposes different and greater demands on the communicative abilities of children and adults. Second, there is need to bring to bear on the teaching of language arts "the multitude of new ideas and thinking which have emanated from research and writing in the fields of linguistics, philosophy, psycho-linguistics, and language arts generally" (Handbook, 1973, p. 1). In response to these two basic needs, the Elementary Language Arts Curriculum Committee prepared a handbook with two important and related goals which must also be seen as somewhat distinct.

First, the Elementary Language Arts Handbook (1973) lays the philosophic foundation for what will eventually be an integrated approach to the total language arts program, including Language, Reading, Spelling and Handwriting for grades one through six:

> The basic focus is on the child as a flexible user of language. If language is to be truly useful (functional) we must begin with the present experience and competence of the child and fit our teaching into the natural language situation which is an integrated, whole situation. It should be emphasized that the developing philosophy is one of total integration of

> all aspects of language arts. In this sense, integration refers to the treatment of all the communication skills as closely interrelated. (Handbook, 1973, p. 1)

Second, building on this philsophic base, Chapters V and VI of the handbook zero in on language with an extended development of this phase of the total program. Here, recognition is given to the fact that "there are certain language learnings about which teachers should be knowledgeable and about which children should develop some understanding during their school experiences" (p. 1). Despite the orientation of these language learnings and curriculum experiences toward the language phase of the program, the program still has strong integrative aspects involving reading, spelling and handwriting.

The Program's Philosophy

Chapter II of the Elementary Language Arts Handbook deals with a number of principles which, when taken together, constitute the underlying philosophy or rationale of this program. Each of these is dealt with here:

> 1. Language develops in a classroom environment characterized by mutual respect, acceptance, and trust. It is essential to accept and respect the language that the child brings from home since his estimation of his own worth is tied very closely to his language and to the language of his parents and peers. (p. 3)
>
> 2. The acquisition of receptive and productive control of the school language ("standard" English) becomes a deferred goal which is preceded by the goal of facilitating initial learning in the child's own dialect, when that dialect or language is different from the "standard" English of the classroom. (p. 3)

3. The school's major concern is to expand the language of each child. This is not done by attempts to immediately replace his language with school language, or by rules and drills, or by grammatical analysis and classification. Rather the child needs many opportunities to develop language and thinking through activities involving a great deal of talking and writing; through hearing language, through informal dramatics; through games; through a great deal of reading and discussing of literature and poems. (p. 4) .

4. The extent and nature of a child's experiences form the basis of all his learning. If the child is to grow, he must be given opportunities to enlarge his experiences. (p. 4)

5. The development of both language and thought begins in many instances with talk. The school can encourage the child's development through purposeful talk and can provide many opportunities for it to take place. (p. 4)

6. Children's language is expanded primarily through active involvement in language-developing situations - in speaking, listening, viewing, reading and writing, and through informal drama, mime, photography, art, tapes, interviews, skits - rather than through passive learning about language. (p. 5)

7. It is more useful in the language arts program to consider language in terms of the appropriateness of an utterance for a given purpose in a given situation. (p. 5)

8. Language is used for communication, for social and personal development, and to facilitate thinking. A comprehensive elementary school program will provide increasing opportunities for the development of all three language functions. (p. 5)

9. The school must give attention to developing in children a multi-media literacy. (p. 6)

10. There is a basic interrelationship among the communication skills. All the language art processes deal with communication - the exchange of ideas, understandings, and feelings. (p. 7)

Program Design.

The new program is organized around a curriculum model for communication outlined in Chapter III of the handbook as well as in the language arts section of the Program of Studies for Elementary Schools (1975). This model, shown below in Table 2, focuses on individual development by placing emphasis on the child through examination of the child's growth patterns, his individual differences and his integrative nature.

According to this model, in attempting to understand the child, we should recall that each child has physical, intellectual and emotional characteristics. Through the development of the child's physical (multi-sensory), intellectual and emotional behaviors communication becomes possible.

The development of communication skills occurs not only in certain directions in the receiving, processing and expressing of communication, but also in a cyclical and spiral fashion. The following growth patterns, which are listed in both program documents, are intended to be guides for the selection of learning opportunities for children:

1. Fluency in communication is a prerequisite to controlled communication.
2. Physical action precedes oral communication, which in turn develops before written expression.
3. Attention is often centered on specifics before arriving at generalizations, which in turn are appropriately applied.
4. Single structures must be understood before complex structures.
5. Understanding of the concrete generally precedes an understanding of abstractions.
6. Growth takes place from one-level to multi-level usage of language. (Handbook, p. 10)

TABLE 2

COMMUNICATION - A CURRICULUM MODEL*

THE CHILD

INDIVIDUAL		COMMUNICATION		CURRICULUM		
Development	Characteristics	Language Growth Patterns	Language Learnings	Curriculum Experiences		
				Receiving	Processing	Expressing
1. Growth Patterns 2. Individual Differences 3. Integrative	1. Physical - multi-sensory - active - sex 2. Intellectual - curious - creative - imaginative - logical 3. Emotional - expressive - visceral	1. Fluency to control 2. Active to oral to written 3. Specific to general to application 4. Simple to complex 5. Concrete to abstract 6. One-level to multi-level language 7. Implicit to explicit	1. Language use in increasingly complex situations a. Functions - purposes for using language - flexible use of language b. Tasks - variety - levels c. Contexts - variety d. Modes - variety - written - oral - movement - art forms - music - other media e. Knowledge of Modes - phonetic system - written system - changes in language 2. Active role of learner a. communication process - roles of presenter, processor, receiver b. communication and the self - knowing self and others - perceiving reality - shaping one's environment	- listening - reading - viewing - hearing - touching - tasting - smelling	- thinking (cognitive) - feeling (affective) - acting (psychomotor)	- speaking - writing - moving - singing - drawing

*Basic model was developed by a student seminar under the direction of Dr. P.A. McFetridge, University of Alberta, Edmonton.

Note: From Elementary Language Arts Handbook, Alberta Department of Education, 1973, p. 11.

These language growth patterns are referred to as integrative strands for they can contribute to the children being able to pattern the many impressions which bombard them daily.

Language learnings are also an integral part of this curriculum model for communications. This is based on the belief that if children are to be effective communicators, there is value in having them understand communication itself. "Flexibility in the use of language requires knowledge of the functions for which language is used, the varieties and levels of language tasks, the variety of contexts in which language is used, and the various modes of expression" (Handbook, p. 10).

Finally, this model calls for curriculum experiences which give all the senses, individually and collectively, the opportunity for appropriate development in the receiving of communications or impressions from the environment. The translation of impressions so received should become the content which children process through thinking, feeling and activity.

Program Objectives

Noting that the aim of elementary education is to provide opportunities for children to develop their potential and to improve and enjoy the social and physical environment, the Department of Education, in its statement of objectives for the language arts, maintains that communication is essential to this development:

> Therefore, language arts should provide opportunities for children:
>
> 1. to actively experience language.
>
> 2. to become flexible users of language by:

(a) developing competencies in receiving information (critically) through listening, reading, viewing, touching, tasting, smelling;

(b) developing fluency in expressing ideas and feelings through oral language, written language, movement (gestures, creative drama), music and art;

(c) developing an appreciation and enjoyment of our language and our literary heritage;

(d) understanding the communication process as well as their role as receivers, processors or expressors in that process.

3. to develop their fullest potential as human beings through effective communication. (Program of Studies for Elementary Schools, 1975, p. 4)

The Program's Methodology

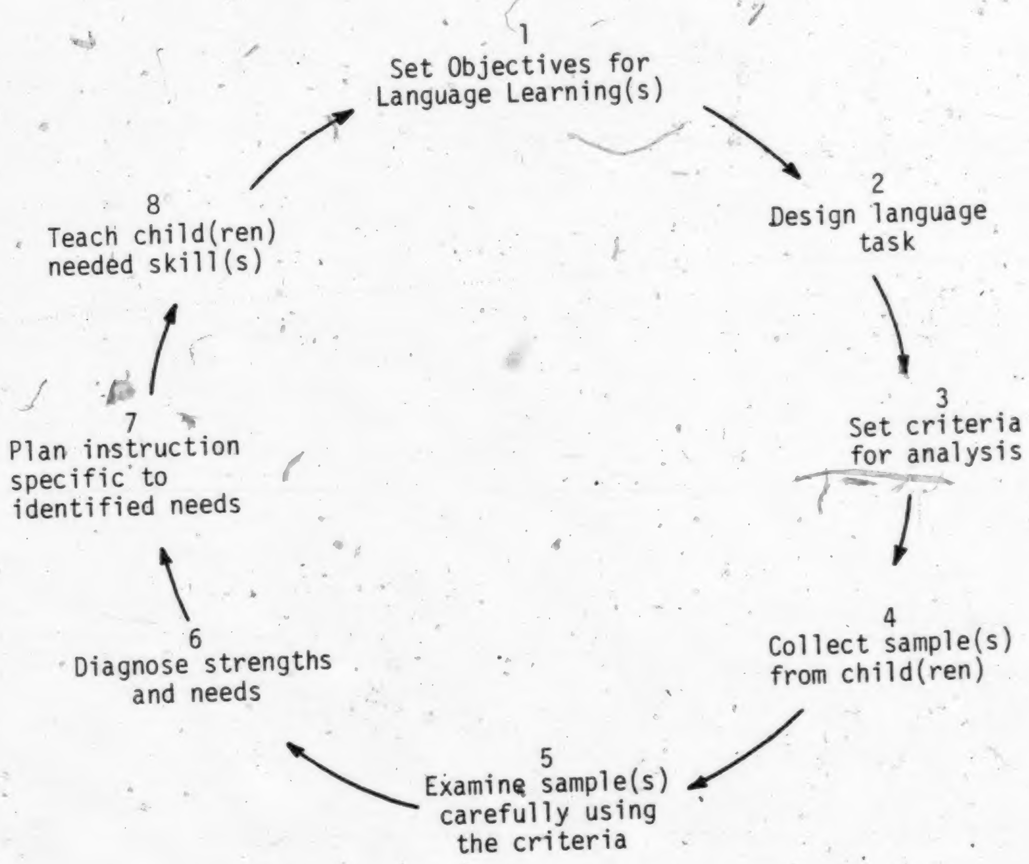
In answer to the question "how do you best create curriculum experiences for your children?" the designers of this new program offer what they call a diagnostic approach to the teaching of the language arts. This approach was chosen because it focuses on the child and is responsive to individual needs. The word diagnosis, therefore, is used here to refer to an assessment of present learnings as a basis for designing new learnings. In other words, according to this methodology or approach to instruction, the teacher bases her instruction on an assessment of each child's strengths and on his needs for further development. Each of the eight steps in the diagnostic teaching of language arts is shown in Figure 2. For a more detailed description of this process see Appendix C.

Objective Attributes of the Innovation

In the preceding section of this chapter the author gave a general description of the innovation: the new Elementary Language

FIGURE 2

STEPS IN THE DIAGNOSTIC PROCESS*


1
Set Objectives for Language Learning(s)
2
Design language task
3
Set criteria for analysis
4
Collect sample(s) from child(ren)
5
Examine sample(s) carefully using the criteria
6
Diagnose strengths and needs
7
Plan instruction specific to identified needs
8
Teach child(ren) needed skill(s)

* An elaboration of work done by Dr. R.K. Jackson, University of Alberta.

Note: From Elementary Language Arts Handbook, the Alberta Department of Education, 1973, p. 61.

Arts Program. The purpose of this section of the chapter is to examine the characteristics of the new program as factors affecting degree of implementation.

In a somewhat different context, Rogers and Shoemaker (1971) identified relative advantage, compatibility, complexity, trialability and observability as the perceived attributes of any innovation. They used these terms to explain rate of adoption -- i.e., the relative speed with which an innovation is adopted by members of a social system. These same attributes are being used here in objective terms to help account for the degree of implementation of a particular innovation. To these five objective attributes of an innovation the author has added "adaptability" -- the extent to which an innovation can be altered (without distortion) to meet localized needs.

The objective attributes of the innovation, along with characteristics of the user system and the effectiveness of the implementation strategy, are seen as sources of factors which contribute to, or militate against implementation of that innovation. To illustrate: if from any objective point of view an innovation is considered to be "complex", then regardless of their perceptions, the designated users will experience more difficulty understanding, supporting and utilizing that particular innovation than one which is less complex.

In order to establish the objective attributes of the innovation, the investigator made a detailed document analysis of the Elementary Language Arts Handbook (1973), and held clarification discussions with three members of the Curriculum Committee responsible for its preparation. Interviews were also held with language arts specialists at the University of Alberta, the Alberta Department of Education, and the Edmonton Separate School System. In addition, video tapes on the new program, prepared by the Department of Education, were also viewed by the investigator. Through these procedures the investigator became familiar with the substance of the innovation and was able to make informed judgments on its objective attributes, as described below.

Relative Advantage

The extent to which an innovation is superior to the ideas it supersedes is called relative advantage. In attempting to ascertain the degree to which the new program in language arts is superior to the language program which preceded it, the investigator adopted the perspective of the objective needs of the learner. With this frame of reference, the investigator posed this question of superiority to language arts specialists at the University of Alberta. Their responses clearly indicated that they regarded the new program to be vastly superior to the old program in meeting the needs of elementary pupils.

Compatibility

The extent to which an innovation is consistent with existing values, past experiences and the needs of the designated user is called compatibility. It is the judgment of the investigator that the new program was low in compatibility with its intended users, i.e., the elementary teachers of Alberta.

First, from his interviews with teachers, the investigator found that the Department of Education's expectation that elementary classroom teachers should become their own curriculum developers was totally inconsistent with the teachers' own role-related values.

Second, the demands being made of teachers by the introduction of the Language Arts Program were largely inconsistent with their past experiences. For example, implementation of the innovation, as it was originally conceived, required teachers to possess specific skills in curriculum development and in the diagnostic approach to the teaching of language arts, as well as skill in the integrating of all aspects of the language arts. Each of these requirements constitutes a significant departure from the instruction experience of these teachers.

Third, instead of recognizing the need of the elementary school teacher for more preparation time, the new program imposed a heavier, more time-consuming work load on them.

Fourth, instead of presenting the classroom teacher with a list of language skills to be taught at each grade level, as they had been accustomed to, the design of the new program left these objectives largely shrouded in ambiguity.

Complexity

The extent to which an innovation is relatively difficult to understand and use is called complexity. In the judgment of the investigator, the Language Arts Program is rather difficult to understand and difficult to utilize. Certainly the vast majority of facilitators thought this was the case.

In the first place, the communication model on which the program is based is not easily understood. Secondly, curriculum development, the integration of all aspects of the language arts and the diagnostic approach to the teaching of the language arts, all neccesitate attitudinal changes as well as new knowledge and skills on the part of the teachers designated to implement the program. In other words, before implementation of the new Language Arts Program could be effected, teachers would have to be subjected to extensive in-service training. For unless teachers became reoriented to the program's distinctive philosophy and psychology, and trained in its methodology, there would be no change in their instructional roles.

Trialability

The extent to which an innovation may be experimented with on a limited basis is called trialability. This notion has a psychological dimension concerned with the ability of the designated user to imagine how the innovation is to be utilized. Given the complexity and lack of compatibility of the new Language Arts Program, the investigator regards this innovation to be low in trialability. In other words, teachers who were required to implement this program might be expected to have trouble visualizing just how to make it work on their own. This would, of course, adversely affect their ability to support it, utilize it and understand it.

Observability

The extent to which the intended results of an innovation are visible to its potential users is referred to as observability. In the opinion of the investigator, as curricular innovations go, this one is particularly low in observability.

Since the achievement of the program's objectives for pupil development in language arts was not readily discernible in the short term, judgment on the "results" of the new program in other grades was likely to be based on the more contentious issue of how it affected the role of the classroom teacher.

Adaptability

The extent to which an innovation can be altered (without distortion) to meet localized needs is called adaptability. There is no question the Language Arts Program is extremely adaptable to the needs of various pupils, teachers and communities. This adaptability is due in large measure to the program's inordinately heavy reliance on the role of the classroom teacher in diagnostic and curriculum development modes.

Summary

In the first part of this chapter the author presented a general description of the innovation: a new Language Arts Program. Included in this account were the program's underlying philosophy, its design (built around a curriculum model for communications), as well as the goals it sought to realize and the methodology it utilized.

The essence of this innovation is its diagnostic methodology and a philosophy which permeates the entire program. This philosophy is a child-centered one, intended to create multi-media literacy with an approach aimed at the expansion of language. A basic technique in this expansion of language is purposeful talk.

In the second part of this chapter the author attempted to identify the objective attributes of this innovation by making a document analysis of the Elementary Language Arts Handbook (1973) and by consulting with specialists in the field. The new program was judged a good one, being highly rated on relative advantage and adaptability. But because it was low in compatibility, trialability and observability, and at the same time high in complexity, the investigator concluded that the task of implementing it would require substantial measures of both time and effort, even under otherwise ideal conditions.

CHAPTER VII

THE USER SYSTEMS:
EASTSIDE AND WESTSIDE SCHOOLS

Introduction.

In the preceding chapter the author described the objective attributes of the new Language Arts Program as factors affecting the degree to which it is likely to be implemented by classroom teachers. The purpose of this chapter is to identify those factors within the designated user systems which tend to facilitate or impede program implementation. To this end the investigator utilized the tentative conceptual framework, developed in Chapter II, in an examination of the characteristics of the user systems prior to the official attempt to implement the innovation in grades two and six at Eastside and Westside schools during the Fall of 1975.

Using interviews with the Project Coordinator, principals, facilitators and teachers, as well as personal observations, the investigator gathered data over a four month period during which he visited both schools. The fact that these visits did not take place prior to the commencement of the implementation effort had an effect on the gathering and interpretation of data. First, school personnel who were interviewed had to depend on their own ability to recall events and personal reactions dating back as far as five months. Second, in order not to ignore important factors, the investigator found it necessary to make certain assumptions. For example, the low level of trust in authority which the investigator found in evidence among the teachers of both Eastside and Westside, after the implementation strategy had been deployed, probably predates this effort to implement the program. This lack of trust and other factors concerning the organization and personnel of the user systems are considered in this chapter.

The chapter is divided into three major sections. In the first section, the effects of organizational considerations on program implementation are examined. Both the supervisory style and the compatibility of organizational arrangements within each school are considered. In section two the author studies the following characteristics of the designated users: (1) trust in authority; (2) disposition to change; (3) group cohesiveness; and, most critically, (4) the teachers' orientation to program implementation. Those factors which have contributed to the teachers' attitude toward the new Language Arts program, at the commencement of the implementation effort, are identified in the third section of this chapter.

Organizational Considerations

Each of the schools is a user system made up of two important and mutually dependent components: the teachers and the administration. In this section of the chapter the author examines the supervisory styles of these administrators and the organizational arrangements for which they are responsible.

Supervisory Style

The supervisory style of the organization's administration is seen here as one factor which may affect the degree to which an innovation is implemented by its designated users. Sergiovanni and Starratt (1971) define supervision as "a process used by those in schools who have responsibility for one or another aspect of the school's goals and who depend directly upon others to help them achieve these goals" (p. 10). The goal in this case is the implementation of a new Elementary Language Arts Program. The supervisory styles in question are those of the school principals of Eastside and Westside.

The supervisory styles of the principals of Eastside and Westside schools did not facilitate the full and proper implementation of the new program. In separate interviews with the investigator, both principals indicated a lack of interest in the curriculum in general and the new Language Arts Program in particular. They readily admitted having difficulty understanding the program and supporting its implementation. Consequently, these principals could not give their teachers the encouragement and practical assistance they would need in order to implement the program.

Indeed, when the teachers were asked "are you aware of anyone in this school system who is in an organizational position to help you but lacks the knowledge and ability needed," 12 out of 14 identified the school principal.

In explaining the rationale behind their "laissez-faire" attitude toward curriculum decision-making, the responses of the principals were virtually the same when interviewed. Internal (school-based) change is possible, they said, because it is founded on trust and on-going communication. However, external (Department of Education or school system-based) change also has a good chance of success if it enjoys the support of the school principal. But as principals, both men felt that they had to be cautious over which externally-adopted innovation they decided to back in order to protect their own credibility with their respective staffs.

Therefore, when the new Elementary Language Arts Program was introduced for implementation, both school principals decided to maintain an attitude of neutrality toward it, at least until the teachers had formed their own opinions on it relative merits. Then these principals would give the teachers their moral backing. Both administrators emphasized that this attitude of neutrality was never an active opposition to the innovation at any time.

How the original "neutrality" of these principals could have been interpreted by their respective staffs remains a moot point. But given the teachers' obvious needs for encouragement and assistance in implementing such a complex innovation, it would not have been difficult for these teachers to have perceived a lack of active support for the program on the part of their principals as "condemning with faint praise." Then, if in expressing their own reservations about the new program these teachers were to enjoy the "moral backing" of their principals, their confirmed opposition to implementation would undoubtedly be assured.

Organizational Arrangements

In their 1971 case study, Gross et al. found that one of the circumstances that constituted a barrier to the implementation of an innovation was the existence of organizational arrangements which were incompatible with it (p. 139). For, quite apart from, yet clearly related to the school system's implementation strategy, are those administrative accommodations which enable, or at least facilitate, the process by which the innovation is implemented.

The investigator identified several organizational arrangements which tend to impede efforts to implement the new program in language arts. First, The Elementary Language Arts Handbook (1973) and the Program of Studies for Elementary Schools (1975) are two publications of the Alberta Department of Education. The ordering and distribution of these publications, which were important to program implementation, were the responsibilities of the school principals. But with the exception of one teacher who managed to get a copy of the Program of Studies from his facilitator, none of the teachers of Eastside School received either one of these documents.

Second, the principals both reported having difficulty finding enough substitutes to take the place of teachers who were expected to attend language arts in-services. They complained of insufficient lead time to make such arrangements.

Finally, although Eastside and Westside were not affected, the failure of certain other schools to block timetable their language arts subjects (Reading, Writing, Spelling, etc.) did interfere with attempts to integrate them, according to some facilitators.

The Designated Users

The previous section of the chapter dealt with administrative factors which function as barriers to program implementation. In this portion of the chapter the author is concerned with identifying those characteristics of the teachers of grades two and six which might have a bearing on the outcome of any implementation effort at Eastside and Westside schools.

Trust in Authority

Both from interviews and observations, the investigator detected a pervasive mistrust of authority among the elementary teachers of Eastside and Westside schools. However, because data gathering did not commence until after the implementation strategy had been deployed, it is difficult to determine the extent to which this mistrust actually predate P.I.P. Nevertheless, it does seem fair to assume that this attitude towards superiors did not develop over night among these elementary teachers. During his very first meeting with the five grades two and six teachers at Eastside -- the school which was supposed to be successfully implementing the new program -- the investigator discovered four teachers who readily admitted a lack of understanding of, and support for, the new program in language arts. These teachers had hidden their true perceptions of the program from central office officials by filing positive monthly reports indicating progress in program implementation. They justified this action saying that they could not express their criticisms on a document to which they were required to sign their name.[1]

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[1] This issue of trust in authority is thoroughly documented in the succeeding chapter under the headings "Project Coordinator" and "Evaluation".

If allowed to persist, this lack of trust could have a debilitating effect on program implementation efforts. For without trust in their superiors, classroom teachers will not willingly undergo the psychological uncertainties which attend the implementation of new curricula. Nor will they freely participate in the often threatening procedure of feeding back accurate information on the degree to which implementation has been effected. Without such information and other frank comments from teachers, the implementation strategy is unlikely to be effective in the long run, or be improved in the short term.

Disposition Toward Change

In their survey of the literature, Rogers and Shoemaker (1971) found that "a system's norms can be a barrier to change" (p. 30). The social systems in this case would of course be the teaching staff at Eastside and Westside schools. The norm which is most relevant to program implementation is the teachers' disposition toward change in general. But whatever had been the teachers' attitude toward change in general was clearly superseded by an overwhelmingly negative attitude toward curricular change. Interviews with the teachers of grades two and six revealed that recent changes to the curriculum were not seen in a positive light. For example, when asked "how would you characterize your experience with the new Social Studies Program?" which had been introduced into the elementary schools several years before, the teachers made the following responses:

i)	very positive	3
ii)	somewhat positive	1
iii)	ambivalent	3
iv)	somewhat negative	3
v)	very negative	3
vi)	N.A.	1

Just how their experiences with the new Social Studies Program was to have affected their attitude to implementation of the program in language arts is dealt with more explicitly later in this chapter under the heading "Similar Experiences".

Group Cohesiveness

Group cohesiveness is the extent to which members of a group are attracted to other members of the group. This factor is important in planned change because, according to Cartwright (1959), those who are strongly attracted to other members of a group will be greatly influenced by the norms of the group.

Although the principals of both Eastside and Westside felt that their respective staffs "worked well together," from both observation and interviews the investigator detected a significant difference between the two schools on this point.

From the outset of his fieldwork, the investigator observed a greater degree of group cohesiveness among the teachers of Eastside. During his first meeting with the teachers of grades two and six, the investigator was surprised to find himself witnessing the continuation of an on-going discussion on the meaning and merits of the new Language Arts Program. The same teachers who could not bring themselves to criticize the new program on central office evaluation forms, were engaged in a lively debate on the issues as they saw them. There was also evidence of direct bilateral collaboration among teachers, together with a school atmosphere which suggested that staff members had much in common and enjoyed each other's company. This situation may be attributed in part to the small size of the staff (18 teachers) and the fact that most of its members who were young, seemed to have much in common.

At Westside, on the other hand, there was clearly a lack of group cohesiveness which resulted from the fact that the school staff was larger (32 teachers), more ethnically diverse and, on the whole, somewhat older than that found at Eastside. Older staff members seemed to have developed more interests outside the school. This lack of cohesiveness at Westside manifested itself in a number of staff cliques, of which the lunch-hour bridge group was clearly the most evident. Members of this group had what were, in effect, reserved seats in the staffroom, where they played cards, talked and lunched together.

Despite the higher level of group cohesiveness found at Eastside, in the final analysis it contributed nothing to program implementation. At the outset of this study, four of the five teachers affected by the program's implementation in that school did not understand or support the program. Therefore, in the one school where it did exist, group cohesiveness actually militated against implementation of the innovation by ensuring the near solidarity of opposition to the program.

Users' Orientation to Implementation

Degree of implementation has been defined previously as the extent to which the designated users of an innovation understand that innovation, support it, are utilizing it, and possess the competencies needed to utilize it on an on-going basis. But even prior to the official adoption of a particular innovation, its designated users may possess advanced standing on any one of these indices of implementation. The users' combined standing on these indices is referred to here as the "users' orientation to implementation of the innovation." It is important to any implementation strategy because it helps to determine the magnitude and the nature of the implementation task.

For example, if teachers were to evidence a clear understanding of the Language Arts Program before the implementation effort began, then the task of implementing this innovation would be made somewhat easier, and the implementation strategy could be tailored accordingly.

Ten of the 14 teachers who were at the focus of this study said that they had attempted to "implement" the new Language Arts Program on their own before the Program Implementation Process (P.I.P.) had been deployed at their grade level. In the next few pages the author will examine the degree to which these teachers of grades two and six were positively oriented to program implementation or were in fact implementing the innovation at that time.

Understanding the innovation. In a series of structured interviews, teachers were asked to recall their reaction to the new program in language arts prior to their formal exposure to the innovation by P.I.P. Of the 14 teachers who were interviewed by the investigator, 10 of them reported that they had very little understanding of the new program at that time. More specifically, 12 of the teachers admitted that not only did they not understand what was expected of them as classroom teachers, but they also lacked an understanding of the specific objectives of the new Language Arts Program at their particular grade level.

Support for the innovation. The teachers as a group were also lukewarm towards implementation of the new program. When asked: "How did you honestly react to the whole notion of bringing this program into your classroom on a permanent basis?" the following responses were recorded:

i) very positive	2
ii) somewhat positive	4
iii) ambivalent	5
iv) somewhat negative	2
v) very negative	1

These data relate to the Fall of 1975. It should be noted that these same teachers had originally been much more supportive of the new Language Arts program when they first became aware of it in 1973. Ten of the teachers interviewed recalled feeling positive about the program at that time knowing that they would have to implement it. (See Appendix A, question 9b).

Competencies. From the description contained in the previous chapter, it is evident that this new program in language arts is a unique one, the proper implementation of which requires teachers to have certain attitudes, knowledge and skills. The following examples illustrate these competencies. Among the attitudes required of teachers is a favourable disposition toward the "active involvement of the child" approach to language expansion. Teachers must also possess a knowledge of the components of the program's curriculum model of communications. Finally, teachers need the skills required to utilize the diagnostic approach in the teaching of language arts. The remaining competencies are identified and fully discussed in Chapter IX.

Although the investigator was not in a position to study teacher competencies prior to the deployment of P.I.P., it seems safe to assume that in the absence of purposeful instruction (formal in-service sessions), these teachers were not likely to have acquired such competencies on their own. The veracity of this assumption was borne out by subsequent evidence which revealed that even after the deployment of P.I.P. the teachers of grades two and six lacked the competencies needed to utilize the program on an on-going basis. Therefore, raising teacher competencies to appropriate levels was an important part of the implementation task and ought to have been an important goal of the implementation strategy.

Utilization of the innovation. Classroom observations were not conducted prior to the deployment of P.I.P. in the Fall of 1975. Nevertheless, there is considerable evidence indicating that teachers were not utilizing the innovation at that particular time. First, as previously indicated, before being exposed to elements of the implementation strategy, the teachers clearly lacked both an understanding of the Language Arts Program and support for its use in their classrooms. Secondly, as was just shown, teachers also lacked the competencies needed to correctly utilize the new program on an on-going basis. Thirdly, even after having benefited from P.I.P., subsequent classroom observation conducted by the investigator was to reveal that teachers were still not utilizing the new program as intended by its designers and adopters.

In summary, the teachers of grades two and six at Eastside and Westside schools were not implementing the new Language Arts Program on their own prior to the deployment of P.I.P. Specifically, they understood "very little" of the program; they lacked support for its use, were deficient in the competencies required for its on-going utilization, and were, in fact, not using the program at that time. Therefore, if full implementation were to occur, attempts to overcome each of these deficiencies ought to have been the goals of P.I.P.

Teacher Attitudes Towards The Innovation

The investigator identified several factors which account for the lack of teacher support for the new Language Arts Program prior to the deployment of the implementation strategy (P.I.P.). Each of these factors lies outside the user system, but all have had a profound impact on the teachers' perception of what the program is all about. An effective implementation strategy would have to address itself to each of these teacher concerns.

Adoption Process

In the Spring of 1973, the Alberta Department of Education formally adopted the new Language Arts Program which had been developed by a Curriculum Committee under its aegis. Under the

School Act (1970), school districts throughout the province were required by law to ensure the implementation of this program in accordance with the prescriptive guidelines set out by the Department of Education.

From interviews with officials of the Department of Education and members of the Language Arts Curriculum Committee, the investigator discovered that the development and formal adoption of this innovation were not based on a systematic needs assessment. Nor was the program ever piloted and evaluated before being adopted by the Department for dissemination throughout the province. However, the textbook series which were to be utilized with the program were piloted. Finally, nowhere in either the development or adoption processes did classroom teachers play a significant role.

There is ample evidence to suggest that teachers lacked support for the process by which the new Language Arts Program had been adopted. First, although the teachers taking part in this study were unanimous in attaching great importance to a systematic needs assessment prior to the adoption of such an innovation, only two teachers thought that this had been done at the provincial level in the case of the Language Arts Program. Five teachers thought that this type of assessment had been conducted at the school system level before the program was adopted.

Second, all 14 teachers reported attaching great importance to the piloting and evaluation of new curricular programs before they are adopted for general use. Yet only three teachers believed that this had been done at the provincial level, and only six thought it had happened at the school system level in the instance of the new

Language Arts Program.

Finally, 13 out of the 14 teachers who were interviewed attached great importance to the participation of classroom teachers in the process by which new curricular programs are adopted. Yet not a single teacher felt that classroom teachers in the field had had a significant input into the process by which the new Language Arts Program had been adopted.

The Implementation Strategy

Teachers, who were to have been active participants in P.I.P., were deficient in their understanding of this implementation strategy and how it was to help them. They also lacked support for specific aspects of the process by which the program was to have been implemented, particularly the use of facilitators.

During formal interviews, teachers were asked to recall their reactions to the implementation strategy (P.I.P.) just prior to its deployment in the Fall of 1975. Specifically, they were asked: "To what extent did you understand the Program Implementation Process (P.I.P.) at that time?" The following teacher responses were noted:

i) complete	0
ii) considerable	2
iii) some	6
iv) very little	4
v) none	2

Then these same teachers were asked to what extent they supported P.I.P. as a strategy for implementing new curricular programs. They said:

i)	complete	2
ii)	considerable	5
iii)	some	5
iv)	very little	0
v)	not at all	1
vi)	D.K.	1

The above data presented the investigator with the phenomenon of teachers admitting a lack of knowledge of the implementation strategy, yet claiming that they support it. This contradiction may be attributed to the fact that these data were gathered from teachers answering global questions. As a matter of fact, in reply to a subsequent question concerning specific elements of P.I.P., nine of the 14 *teachers did admit having serious reservations* regarding facilitator consultation. Five teachers also had reservations about the in-service sessions.

Similar Experiences

Two years before the introduction of the new Elementary Language Arts Program, another curricular innovation was "implemented" throughout the Province of Alberta. This new program was in social studies and the new program in language arts which was to follow, bore a striking resemblance to it in at least one important respect: both require the elementary school teacher to engage in considerable curriculum development at the classroom level.

Of the 13 teachers who had had previous experiences with the new Social Studies Program, nine of them felt that their reaction to the prospects of having to implement the new program in language arts had been influenced by their earlier experiences with the program in social studies. As a matter of fact, six of the teachers characterized their experience with the new Social Studies Program as negative, three said that it had been rather "ambivalent" and only four thought of it as a positive experience.

Vicarious Experiences

Another factor which undoubtedly influenced the attitude of teachers toward the innovation was the experience that their fellow teachers had undergone with this same program in language arts, at other grade levels, between 1973 and 1975. Of the 14 teachers interviewed, only four described their perception of the results of the efforts of these other teachers as "positive", while five others said they were "negative". The remaining five teachers did not know how to describe these results for one reason or another.

Pre-emptive Exposure

The teachers' attitudes to the new program in language arts were affected by their first attempts to utilize the new language arts textbook without waiting for in-service sessions in its proper use to be held. Of the 14 teachers interviewed, eight characterized their reaction to this textbook as "negative", five said it was "ambivalent" and only one teacher was "somewhat positive" after attempting to utilize the book on her own.

When the teachers were asked: "To what extent do you feel that your reaction to the Elementary Language Arts Program at the beginning of this year (1975) was affected by your first attempt to utilize this new textbook?" the following responses were recorded:

i)	great	2
ii)	considerable	7
iii)	some	2
iv)	little	1
v)	none	1
vi)	N.A.	1

Summary

The purpose of this chapter has been to identify those factors within the designated user systems which tend to facilitate or impede implementation of the new Language Arts Program.

The investigator found key conditions prevailing in these user systems to be less than ideal for the implementation of this particular innovation. First, the supervisory styles of the school principals did not facilitate the full and proper implementation of the new program in language arts.

Second, the investigator identified some organizational arrangements which tended to impede program implementation. Among these were the failure of the principal of Eastside to make available to his teachers important program documents and the problems both principals had in providing substitutes for teachers expected to attend language arts in-service sessions.

Third, from interviews and observations the investigator detected a pervasive mistrust of authority among the teachers of grades two and six at Eastside and Westside schools. If allowed to persist, this low level of trust could have a debilitating effect on program implementation.

Fourth, these same teachers also had a negative disposition toward curricular change. Interviews with these teachers revealed that their recent experiences with the new Social Studies Program had not been positive.

Fifth, the greater degree of group cohesiveness observed at Eastside contributed nothing to program implementation. When first interviewed by the investigator, four of the five teachers did not understand or support the program.

Sixth, the teachers of grades two and six at Eastside and Westside schools were not implementing the new Language Arts Program on their own prior to the deployment of P.I.P.

Finally, the investigator identified several factors that lie outside the user systems but which help to account for the lack of teacher support for the new Language Arts Program, prior to the commencement of the implementation effort in the Fall of 1975.

CHAPTER VIII

THE IMPLEMENTATION STRATEGY: PROGRAM IMPLEMENTATION PROCESS

Introduction

The implementation strategy actually utilized is the third major factor which accounts for the degree to which an innovation is being implemented. In the two preceding chapters the author examined the objective attributes of the innovation (the new Language Arts Program) and the characteristics of the user systems (Eastside and Westside schools). The purpose of this chapter is to identify those components of this implementation strategy which help to account for the degree to which teachers were implementing the new Elementary Language Arts Program in the Spring of 1976.

From interviews held with the Director of Curriculum, the Project Coordinator, and the facilitators of grades two and six, together with an analysis of project documents, the investigator was able to identify the constituent components of the Program Implementation Process (P.I.P.). Among these are included: the project proposal, the Project Coordinator, the role of the facilitator, facilitator-teacher consultation, demonstration lessons, teacher in-services, language arts resource centres, resource materials, facilitator designed activity units, as well as program documents, textbooks and project evaluation procedures.

The Project Proposal

Funding. For most school systems an implementation project like

P.I.P. could never be utilized without special funding. This funding was made available to the Edmonton Separate School System by E.O.F. But the efforts required to qualify for these monies had a profound impact on the final formulation and operationalization of the implementation strategy itself.

Faced with unrealistic deadlines, confusing E.O.F. guidelines and local pressure to "get our share of the money," school system officials hurriedly prepared a paper entitled: A Proposal to the Educational Opportunities Fund: Program Implementation Process (June, 1973). But because they had been so preoccupied with the drafting of this proposal, project officials were unable to carry out a more detailed elaboration on the internal workings of P.I.P. Consequently, the official proposal to E.O.F. became, in effect, the working definition of P.I.P.

As an operational definition of P.I.P., this proposal to E.O.F. fell far short of what was required. First, it failed to deal with the fundamental concerns of program implementation, such as an analysis of the new Language Arts Program, and a prescriptive statement on how teachers would be expected to change in order for implementation to be effected. Second, bland, politically motivated provincial objectives, found in the proposal to E.O.F., were given higher priority in internal memoranda and instruments of evaluation, than the more meaningful local objectives for program implementation.

The most significant internal P.I.P. document was a lengthy memorandum from Mary Cossitt, Elementary Education, to H.A. MacNeil, Superintendent, entitled: Program Implementation Process (November 6, 1973). This paper was only slightly more expansive than the proposal to E.O.F., doing little to make more meaningful the full intent of P.I.P.

Goals of P.I.P. Because there was no elaboration on the internal workings of P.I.P., the "specific objectives" of the project, listed in the school system's proposal to E.O.F., became the official objectives of this implementation strategy. It was on the basis of these objectives that P.I.P. was evaluated by its own project officials:

i) To provide a process through which teachers are directly assisted in implementing a program in their classrooms for their students.

ii) To provide teachers with direct assistance in their classrooms in order to develop improved learning environments for their students.

iii) To require each teacher to develop techniques for increased utilization of technology and new methodologies in order to improve the instructional programs they offer their students.

iv) To have each teacher develop techniques which would increase the involvement of resource personnel in the learning environment. These resource people would include parents, adults and teacher aides.

v) To produce a teacher resource package which can be utilized by teachers in implementing a Language Arts program.

vi) To motivate teachers to continue, in succeeding years, this implementation process to extend their improved instructional techniques to other subject areas.

vii) To meet the expressed needs of teachers when they are required to implement a revised program for their students in their classrooms.

viii) To disseminate material resources regarding the process and the product of this program. (A Proposal to the Educational Opportunities Fund: Program Implementation Process, June 1973, p. 6)

Because each of these "specific objectives" necessitates the expenditure of funds, it is not surprising that they should appear in a project proposal addressed to E.O.F. But each of these "objectives" -- none of which is "specific" -- is really a statement of the intent of project decision-makers to supply certain educational services to teachers who were expected to implement a new curricula program. In other words, these so-called specific objectives are really the constituent components of an implementation strategy known as P.I.P. But the objectives of the Program Implementation Process itself, particularly with respect to the new Language Arts Program, were not stated in this proposal or anywhere else. In the absence of such objectives, the mere supplying of educational services to teachers was the sole basis on which the school system conducted its own internal evaluation of P.I.P. In accordance with the regulations governing funding, each project had to submit a year-end evaluation of its work.

In order to carry out a more viable evaluation of the effectiveness of P.I.P., the investigator found it necessary to generate his own set of implementation goals and objectives, based on the nature of the innovation and the school system's implementation strategy. Implicit in the Program Implementation Process are two primary goals: first, to help teachers understand, support and utilize the new program in language arts; second, to help teachers make full and proper use of the various components of P.I.P., including consultation sessions, demonstration lessons, resource materials, activity units, program documents, textbooks and resource centres. Each of these elements of this implementation strategy has its own objectives which are identified in their respective sections of this chapter.

Functional units. The Edmonton Separate School System's proposal to E.O.F. clearly indicates that P.I.P. was designed "to provide teachers with the opportunity to direct the implementation of a program in their classrooms" (p. 7). To this end, teachers of each participating grade were divided into groups of approximately eleven people to form a "functional unit." A "highly effective" teacher in each unit was to have been appointed facilitator. Members of these functional units were to meet on a regular basis to try to achieve the objectives of the program and to identify the services and resources required to achieve these objectives.

However, during the second year of P.I.P., meetings of these functional units were discontinued because they proved to be "impractical." According to the Project Coordinator, facilitators, who were expected to chair such meetings, were unable to handle the interpersonal problems which arose among teachers who could not see the need for these after-school sessions, yet felt compelled to attend them.

Because these functional units had been intended to give teachers the opportunity to direct the implementation effort, their disappearance meant that P.I.P. was clearly a central office strategy utilizing change agents (facilitators) in the system-wide implementation of a curricula innovation. Certainly the classroom teacher had little direct input into the development and deployment of P.I.P.

The Project Coordinator

The Program Implementation Process was to be coordinated by a highly successful teacher possessing a knowledge of both the new

Language Arts Program and the total elementary program. In addition, this person was expected to exhibit qualities of leadership and to know how to implement curricula programs. Among her duties, the coordinator of P.I.P. was:

a) Directly responsible for the implementation and functioning of the program and involved with facilitators and teachers at the classroom level.

b) Preservice the facilitators through workshops.

c) Develop on-going programs to assist the facilitators in their daily interactions with teachers.

d) Provide the functional units with those services they request while participating in the program.

e) Direct the development of a resource package.

f) Direct the evaluation of the project. (Proposal, June 1973)

The Project Coordinator, who was also the school system's Supervisor of Elementary Language Arts, was particularly well qualified in the content area of the innovation. Indeed, she was highly recommended by officials of both the school system and the Department of Education. Although she was well-qualified in language arts, the Project Coordinator lacked specialized training in the management of major curriculum (implementation) projects. Furthermore, factors beyond her control greatly limited the effectiveness of her efforts.

Assistance to facilitators. It was the coordinator who formally selected the teachers who were to serve as language arts facilitators; and, it was the coordinator who was responsible for their actions.

All 15 facilitators reported that they felt that they had "a significant amount of freedom and flexibility" in carrying out their roles as facilitators. But 13 of these facilitators said they "would have benefited from more direction."

Unfortunately, P.I.P. did not have a full-time coordinator. Aside from her duties associated with P.I.P., the Project Coordinator also served as Supervisor of Elementary Language Arts, In this capacity she was responsible for grades one to six, including in-service, budget and the evaluation of materials for the Instructional Media Centre (I.M.C.).

Both the Project Coordinator and the facilitators agreed that the implementation of a curricularinnovation such as the new Language Arts Program requires a full-time coordinator. According to the Director of Curriculum, the cost of a project coordinator was not covered by the Educational Opportunities Fund (E.O.F.) and the school board felt it could not carry the cost of a full-time person.

Supervisory style. In the context of a collaborative approach to change, enlightened supervision assumes that the change agent and the client form a partnership of trust and mutual aid. According to Havelock (1973), "While innovation is generally difficult, it can become impossible if there is a bad relationship between the change agent and his client" (p. 43).

As the person responsible for operationalizing P.I.P., the Project Coordinator was very much a change agent bound to both her facilitators and the teachers in a working relationship which was critical to the goal of program implementation. Unfortunately this relationship was undermined by two important factors.

First, from his very first encounters with the grade two and six teachers of Eastside and Westside schools, the investigator detected a pervasive mistrust of authority, particularly that authority associated with the central office. But because teacher attitudes were not examined prior to the adoption of the Language Arts Program in 1973, it is impossible to know if this mistrust predates P.I.P. However, there is absolutely no evidence to suggest that the Project Coordinator or other school board officials were aware of this situation either before or during program implementation.

Second, the Project Coordinator was also the school system's Supervisor of Elementary Language Arts. In the latter capacity she had an on-going duty to supervise and evaluate the performance of classroom teachers -- teachers who, in the face of a difficult and demanding new program, needed all the encouragement, support and assistance that a Project Coordinator would provide. In other words, the evaluative role of the supervisor militated against the collaborative role required of the coordinator.

The consequences of this role conflict were to be seen most clearly in the frustrated efforts of the coordinator to gather from wary teachers and facilitators reliable information on the degree to which implementation of the innovation was taking place. Twelve of the 14 teachers interviewed reported having reservations about the new Language Arts Program even after their first in-service. Yet, not one of them took these reservations to the Project Coordinator and only four teachers claimed to have taken their problems to their facilitators. Four teachers specifically attributed their lack of action to a "fear of authority," while two others said they felt they would not be listened to anyway. Facilitators had a similar mistrust.

When the Project Coordinator was asked how approachable she felt she had been in relation to facilitators with problems concerning the program or P.I.P., she said "fairly accessible," but less so this year than in the past. In fact, of the 11 facilitators who admitted having reservations about the Language Arts Program or P.I.P., only five of them personally brought these to the attention of the coordinator. Without this two-way communication which arises out of a trusting relationship, there can not be that exchange of information and assistance so vital to the on-going assessment and improvement of an implementation strategy.

The Facilitator's Role

Of all its components, the most unique element of P.I.P., and also its most important one, was the facilitator. For it was the facilitator who was to run teacher in-services and consulted with the teachers; it was the facilitator who taught demonstration lessons and circulated new instructional materials; and it was the facilitator who organized the resource centres and prepared instructional units.

In each year of the three-year phasing-in process, 16 "highly effective" classroom teachers were to have been chosen from the teachers of the two grades affected. These teachers were to serve as facilitators for a one year period, after which they were expected to return to the classroom, from where they would be able to continue assisting the teachers of their school with the implementation of this new program.

In the Spring and Summer of 1975, a total of 16 teachers were selected to be facilitators for the final phase of the project. Each was responsible for assisting approximately 12 teachers in various schools, with the implementation of the new Language Arts program in grades two or six. Due to the illness of one facilitator, only seven grade six facilitators, together with eight grade two facilitators, were able to complete the 1975-76 school year.

This section of the chapter is divided into two parts. The first part deals with the criteria and procedure for the selection of facilitators. The second portion is concerned with the orientation program which was designed to prepare teachers to be facilitators.

Criteria for selection. According to the Project Coordinator, who reported that she had complete control over the selection of facilitators, candidates were chosen on the basis of their "reputation as good classroom teachers." Each successful candidate had been interviewed by the coordinator, but their personnel files had not been checked as part of a screening procedure.

When the facilitators themselves were asked what they believed were the most important criteria used in the selection of the facilitators for grades two and six, four of them said "the solution to a placement problem,"[1] three said "experience," while three other facilitators thought that "no criteria" existed at all, and just one said "good language arts teacher." Four facilitators failed to respond to this item on the questionnaire.

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[1] The investigator was so intrigued by this response that he decided to pursue it further in a follow-up questionnaire. Findings on this are discussed under the heading Desire to Serve in this section of the chapter.

Like their facilitators, classroom teachers did not know what criteria formed the basis for the selection of language arts facilitators. When asked what they supposed this basis to have been, six of the 14 teachers said that they had assumed the facilitators were "good in language arts," while three others thought it had been "a random selection," i.e., no basis at all. Two teachers freely admitted that they did not know what the criteria were, one teacher felt that it was based on "interest," another said "connections," and a third thought it was because they had been "recommended by their school principals."

In reply to a subsequent question, eight of these 14 teachers said that for their part they did not consider the criteria that they had identified to be adequate for the selection of facilitators. Four other teachers thought the criteria sufficient and two others "did not know." When asked for an explanation, the teachers who found the current basis for appointing facilitators inadequate claimed that such criteria should have included: courses in language arts (seven), personality (five), experience at the appropriate grade level (three), and experience with the program in question (two).

Formal interviews revealed that only half of the teachers thought that those who had been chosen to be facilitators possessed the competencies needed to carry out the tasks expected of them. Interestingly enough, 12 of the 15 facilitators thought that teachers on the whole believed their facilitators to have these competencies.

In the questionnaire administered to them, facilitators were asked to indicate what they thought ought to be the importance attached to a number of given criteria[1] in the selection of facilitators. To this end they were given a code which was later assigned the following values: "extreme" - 4, "great" - 3, "moderate" - 2, and "little" - 1. Coded responses on each criterion were given their appropriate weight, totalled and then compared and ranked in descending order of perceived importance. See Table 3.

TABLE 3

Facilitators' Rank Ordering of Criteria
Proposed for the Selection of Facilitators

Ranking	Criteria	Totals
1	Personality (ability to get along with others)	52
2	Record as a classroom teacher (in general)	49
3	Record as a teacher of language arts	48
4	Curriculum development skills	41
5	Creative ability	40
5	Leadership qualities (organizational ability)	40
5	Experience in the grade level involved	40
6	Capacity for hard work	39
7	Courses in the New Language Arts	35

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[1] Several of the criteria proposed to the facilitators for this question came directly from suggestions which emerged from teacher interviews.

The two most outstanding features of this rank ordering of criteria proposed for the selection of facilitators are the emphasis which facilitators placed on "personality," and the low priority which they gave "courses in the new Language Arts." Given the demanding role of the change agent and the difficulties facilitators encountered with different personality types, it is easy to see why "the ability to get along with others" is considered an important criterion.

But why did facilitators regard "courses in the new Language Arts" as the least important basis for qualifying a teacher to become a facilitator? In light of their own problems in understanding and communicating the essence of this new program, this view would seem untenable. Indeed, it would appear that the low priority given this criterion is more a reflection of *what is* than *what ought to be*. For not a single facilitator had ever taken a course in the new language arts.

From the foregoing it seems clear that beyond the prescription that they be "good classroom teachers," *no criteria were utilized in the recruitment and selection of facilitators*. But given the nature of the specialized work expected of them, the investigator identified three criteria which he considered fundamental to the selection of facilitators: interest, professional experience and academic background. Other criteria, such as the ability to work with others, are an implicit part of many personnel selection processes and are not dealt with here.

Interest. First none of the 15 teachers chosen to be facilitators had so much as read the *Elementary Language Arts Handbook* (1973) prior to being appointed to the position in 1975. Second, by their own admission, not one of these facilitators had sought the job of facilitator on his or her own initiative. Seven facilitators reported that they had been encouraged by someone -- the area superintendent (three), the facilitator from the previous year (three) or the project coordinator (one) -- to apply for the position. Another seven facilitators claimed to have been recommended for the job by someone: central office administrators (three), their school principal (two), the facilitator from the previous year (one) or by persons unknown (one). One facilitator felt she had been pressured into accepting the job.

When specifically asked, four of the 15 facilitators said that they would have preferred another position within the school system or outside it at the time of their appointment as facilitator. All four went on to say that if they could have turned down the job then they would have done so. But the real reason for these facilitators accepting a job which they did not want did not emerge until they were specifically asked: "Did you feel that failure to accept it might be held against you?" All four facilitators said "yes", indicating that they believed that it was the authorities in central office who might hold this refusal against them.

In response to a direct question in the second part of their questionnaire, two-thirds of the facilitators frankly admitted that their appointment as facilitator had been related to one of a number of placement problems. Five facilitators said that their appointment had something to do with their "request for a transfer," four reported that it had to do with "the surplus of classroom teachers," and one facilitator said his appointment was related to "the solution to a personality conflict."

Professional experience. With the exception of one person who had been a principal, all the facilitators of grades two and six had served as teachers in their respective grades the year before. Four of these facilitators had themselves been the recipient of the services of a language arts facilitator while teaching other grades during 1973-74. But three of these four facilitators felt that the experience of having had a facilitator had not helped them to understand their new role.

Of the 11 facilitators who had not had a facilitator while teaching, six had tried to implement the new program on their own, in the grade in which they were currently serving as a facilitator. However, four of these facilitators did not consider this experience to have been a positive one.

Academic background. Of the 15 facilitators taking part in this study, 13 had university degrees or diplomas in education, while two had neither. When asked what their last university degree or diploma had been, ten facilitators said a B.Ed., two said an M.Ed., and one reported receiving a diploma. All of these were dated between 1963 and 1976.

It is particularly interesting to note that eight of the 13 facilitators with university degrees or diplomas in education had taken them in the Department of Secondary Education. Only five of the 15 teachers who served as facilitators for grades two and six had received university training in elementary education.

Not a single teacher chosen to be a language arts facilitator for

1975-76 had majored in language arts. What is more, not one of these facilitators had taken a university course in the new elementary Language Arts, despite the fact that such courses had been available for a number of years. In fact, seven out of the 15 facilitators had never taken any university course of any kind in elementary language arts. However, when asked if they had recently taken university courses which had proven to be of some assistance to them in understanding the new Language Arts Program and in helping them to carry out their duties, three of the facilitators said "yes." These courses were in Reading, English as a second language, and Educational Psychology.

Despite the foregoing, nine of the facilitators were sufficiently confident to say "yes" when asked: "Do you personally feel that your professional experience and academic training (as of September 1, 1975) were sufficient for the requirements of this job as a facilitator of the Elementary Language Arts Program?"

Facilitators orientation program. In September of each year of the three-year phasing in period, the teachers who had been selected to serve as facilitators were given an orientation program under the direction of the Project Coordinator. The orientation for the facilitators of grades two and six took less than three weeks and, according to those who attended, featured the following major topics with the following approximate time allotments:

i) "locating and evaluating language arts materials" -- four days;

ii) "the philosophy and the theory behind the new language arts" -- three days;

iii) "operationalizing the new program" -- three days;

iv) "duties of the facilitators" -- one day;

v) "how to approach teachers (consultation)" -- one day.

Of the 15 facilitators taking part in this study, the majority (nine) found the "timing," "topics covered" and the "allocation of time to topic" inadequate. However, most facilitators (10) were satisfied with the "duration" of their orientation program.

Of the nine facilitators who felt the "timing" of the program was inadequate, eight said they thought it should have been held before school commenced, i.e., during the summer.

Eight of the nine facilitators who found the orientation inadequate in terms of topics covered thought that specific duties of facilitators should have been included.

Of the nine facilitators who found the allocation of time to topics inadequate, four said more time ought to be spent on duties of the facilitators, three thought that more time on the use of the textbook was required, and three facilitators felt "practical considerations" needed more attention.

When asked what they liked best about their orientation, six facilitators said the "comprehensive location of materials,"[1] five said the "opportunity to work with other facilitators," three liked the "freedom, flexibility and relaxed atmosphere" of the orientation period. Two facilitators liked the opportunity to study the "philosophy and theory of the program."

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[1] Facilitators had been given the opportunity to familiarize themselves with a wide range of language arts materials found outside the school system.

An analysis of the topics covered by this orientation program indicates that it had two basic goals: first, to familiarize the facilitators with the new Language Arts Program and its materials; second, to familiarize facilitators with their role in the overall strategy of P.I.P.

The Language Arts Program. By itself this orientation program was not particularly effective in helping facilitators to understand the new program in language arts. Specifically, over half of the facilitators reported understanding "very little" of the program back in October, just after completing their orientation training.

In response to a series of more specific questions referenced to the same time frame (October, 1975), a majority of the facilitators admitted that they had lacked a clear understanding of the following program matters:

i) What was expected of their classroom teachers.

ii) The specific objectives of the program at their particular grade level.

iii) The overall goals of the entire Elementary Language Arts Program.

iv) How the textbook was to be utilized by teachers.

On the other hand, eight of the 15 facilitators did feel that they had an understanding of the general goals of the program at their grade level in October.

It should be noted that when these facilitators were asked the same series of questions in the Spring of 1976, the vast majority of them claimed a clear understanding of the Language Arts Program and related matters.

The role of the facilitator. The general duties of the facilitator were outlined in the P.I.P. proposal to E.O.F.:

> a) Utilize 80 percent of their instructional time in direct classroom assistance to each teacher in the functional unit.
>
> b) Prepare, organize, evaluate, develop with teachers those resources needed by the unit members.
>
> c) Interact with other facilitators and the coordinator to ensure that the functional unit receives those services required to achieve their objectives. (Proposal, June 1973, P. 8)

The Project Coordinator conceded that beyond this statement, facilitators had not been given a real job description. In fact, 11 of the 15 facilitators reported that "a lack of clear guidelines and objectives for facilitators" was what they liked least about their orientation program.

Because of this deficiency in their orientation, 14 of the 15 facilitators reported that they did not have a clear picture of what they were expected to do as facilitators when they first started to visit the schools in October of 1975. Not knowing their duties was a cause of concern for most facilitators, but six of them went on to say specifically that it made them feel insecure in their job as a facilitator.

It should be noted that in the Spring of 1976, when facilitators were again asked if they had a clear picture of what they were expected to do in carrying out their duties as facilitators, 10 of them said "yes" but five were still saying "no."

In addition to knowledge of their duties, those who were chosen to be facilitators had to have certain skills. As change agents, skill in human relations was essential. Although 14 of the 15 facilitators had characterized their relationship with teachers as "positive," nearly half of them (seven) said that they felt like an "outsider" in most of the schools in which they served as a facilitator. Consequently, when asked, 10 *facilitators stated that they would have liked to have been given some preparation in human relations* to help them establish a good rapport with their teachers.

Fourteen facilitators described the relationship among members of their own facilitator grade-group as "positive." Furthermore, facilitators were unanimous in their belief that grade-group cohesion was important to the successful utilization of facilitators. Yet, in reply to a direct question, 11 *facilitators said their orientation program could have benefited from the inclusion of a group dynamics type of exercise*.

From the foregoing it is clear that a significant number of facilitators questioned the value of their preparation to be a facilitator of the new Language Arts Program. Therefore, when the question was put to them, "In summary, do you consider this orientation program to have been adequate for the training of facilitators?" it is not surprising that 11 facilitators said "no." Only four thought otherwise.

Consultation

Although barely mentioned in project documents, consultation with the classroom teachers was an important part of the facilitator's role and an integral component of the implementation strategy. As an important part of P.I.P., facilitator-teacher consultation shares in its primary goals of program implementation and the proper use of the components of P.I.P. in achieving this goal. From these two basic goals the investigator has delineated a number of constituent objectives for consultation. Consultation should assist teachers in:

i) understanding the underlying philosophy of the program;
ii) understanding the objectives and methodology of the program;
iii) utilizing the textbook;
iv) utilizing the facilitator;
v) utilizing the resource centre;
vi) utilizing the activity units;
vii) utilizing new resource materials;
viii) making new materials.

Consultation time. Nearly half (seven) of the facilitators reported that, on the average, they consulted with each teacher "twice monthly" regarding some aspect of the Language Arts Program or P.I.P. Ten facilitators said that altogether they held consultations "ten times or less," while one facilitator said that she met with her teachers on a weekly basis. Surprisingly, four facilitators did not indicate the frequency with which they consulted with their teachers when asked.

As for the 14 teachers from the two schools taking part in this study, all seven grade six teachers reported that they had consulted with their facilitator from one to three times. The frequency with which the teachers of grade two had the opportunity to consult with their facilitator varied from the two teachers who said "every time she was out to the school," to the one teacher who reported having had no consultation with this same facilitator. The grade two facilitator said she based the amount of attention she gave individual teachers on their expressed willingness to be helped.

Twelve of the 15 *facilitators experienced difficulty trying to find time for consultation sessions with their teachers*. By way of explanation, six of them reported that teachers did not like to lose their free time or preparation periods; five more said their teachers were just too busy and one facilitator reported that "some teachers question the value of consultation." Indeed, the vast majority of facilitators found it necessary to work these consultation sessions in whenever possible: before classes in the morning, at recess and during noon hours, preparation periods, and even during classtime. Most facilitators had consulted with teachers after school and some even used the telephone to do so at night.

Thirteen of the *facilitators thought that it was of extreme or great importance that (a fixed) time be arranged to allow teachers the opportunity to consult with their facilitators*. The remaining two facilitators thought this was of moderate importance.

Basis for consultation. All 15 facilitators indicated that facilitator-teacher *consultation was not based upon classroom observation by the facilitator*. Only two of the facilitators considered this necessary in order for consultations to be most fruitful. Indeed, nearly half (seven) of them thought teachers would feel threatened if observed while other facilitators said such lessons would be "unreal" anyway.

When asked for an alternative to classroom observation which might serve as a basis for facilitator-teacher consultation, the largest number of facilitators (six) suggested "a joint planning and team teaching approach."

Allocation of time to topic. Both facilitators and teachers were asked how much time the facilitator spent discussing various specified aspects of the new Language Arts Program and its implementation strategy (P.I.P.) during these consultation sessions. The respective responses of these two groups were characterized by consistently higher readings from facilitators than from teachers on each item. These responses were recorded separately using the code:

i. great - 5
ii. considerable - 4
iii. some - 3
iv. little - 2
v. none - 1

Because of the limited scope of this study, only 14 teachers who were served by just two of the 15 facilitators took part in this study along with all 15 facilitators. Although it is impossible to generalize from these 14 teachers to all teachers of grade two and six in the school system, it is interesting to note that the views of their two facilitators were consistent with those of the majority of the facilitators on almost all items concerning the allocation of consultation time to topic. As it happened, no less than 10 of the 15 *facilitators* claimed that at least *"some" time* had been spent discussing *each* of those aspects of the new program and P.I.P. identified by the investigator as possible subjects for consultation.

Although only the eight grade two facilitators were involved with activity units, in proportion to their number these facilitators felt that more consultation time had been spent on "how to utilize the activity units" than on any other topic. However, facilitators as a group chose "how to utilize new resource materials," first, and "how to utilize the textbook" second, in terms of the amount of consultation time devoted to topics.

Except for those items dealing with the utilization of the facilitator's services and activity units, on which they felt that "some" time had been spent, the majority of teachers said "little" or no time had been spent discussing the Language Arts Program or P.I.P. during consultation sessions with their facilitators.

While not wishing to question the sincerity of the facilitators nor the accuracy of their views, the investigator chose the teachers' assessment of the allocation of time to topic as the basis for determining the effectiveness of facilitator-teacher consultation in meeting the primary goals of P.I.P. There are two reasons for this preference. First, while both teachers and facilitators have vested interests in their respective assessments of the allocation of time to topic, the premium in this instance was certainly on that of the facilitators. For it was the facilitator who was responsible for establishing and maintaining this type of contact with the teacher. Second, it is the teachers -- their understanding, support, competencies and actions -- who are the focal point in this study of implementation. As the client system, teachers' perceptions of the allocation of consultation time to topic are more critical.

As indicated in Table 4, with the exception of the topic "how to best utilize the facilitator's services," which most teachers felt had been given "some" consultation time, the majority of teachers thought that their facilitator had spent little or no time discussing these

TABLE 4

Rank Ordering of Specified Consultation Topics Based on Teacher Perception of the Amount of Time Spent Discussing Them

Teachers' Ranking of Topics	Amount of Consultation Time[a]					
	G	C	S	L	N	Total
1. how to best utilize the facilitator's services	0	1	7	4	2	35
1. how to utilize new resource materials	0	5	1	4	4	35
2. how to utilize the textbook	0	0	5	5	4	29
3. (the program's) objectives and methodology	0	1	2	7	4	28
4. how to utilize the resource centre	0	0	2	5	7	23
5. the underlying philosophy of the program	0	1	0	4	9	21
6.[b] how to utilize activity units	0	0	4	0	3	15

[a] Code: great (G), considerable (C), some (S), little (L) and none (N).

[b] By themselves the teachers of grade two would have ranked this topic just ahead of "how to utilize the textbook," with a total equivalent to 30.

topics with them. Indeed, despite its importance to implementation, nine of the 14 teachers interviewed said that "no" time had been spent discussing "the underlying philosophy of the program" during consultation sessions.

Although only the seven grade two teachers were affected by activity units, four of these teachers thought that "some" consultation time had been spent considering how to utilize them.

Demonstration Lessons

As part of the attempt to bring teachers "direct classroom assistance" in the implementation of the new Language Arts Program, facilitators had as one of their duties the teaching of demonstration lessons to the pupils of the teachers to whom they had been assigned. The frequency with which these lessons were taught varied greatly. The majority of facilitators (eight) reported that on the average they taught six demonstration lessons or less for each of their teachers. Five facilitators taught from 12 to 16 times per teacher and two facilitators claimed to have taught once a week for each of their teachers.

The demonstration lesson was an important component in the Program Implementation Process. Yet, typically the purposes of these demonstration lessons were never explicitly stated, causing confusion among the facilitators who were expected to teach them. When asked what the primary purpose of the demonstration lesson was, seven facilitators said "to illustrate the use of new materials." Only five facilitators thought it was "to illustrate new teaching techniques," while three said it gave teachers a chance "to see the program in action."

Of course, each of these responses has merit. But even a cursory examination of the new Language Arts Program would reveal its methodology to be a significant departure from that found in the previous language program. The new program's methodology, which is a diagnostic approach to the teaching of language arts, is concerned with individual needs. Eleven of the facilitators, together with their Project Coordinator, characterized the attempt to meet individual needs of students as of great importance to the new Language Arts Program.

Of all the components of P.I.P., the facilitator's demonstration lesson would appear to have been the most appropriate means of transmitting this methodology to the teachers who were expected to utilize it. But given the facilitator's role, specifically the relatively short period of time spent with pupils with whom they were not really familiar, the demonstration lesson was not a suitable means for presenting to teachers the diagnostic approach to the teaching of language arts. Ten of the 15 facilitators agreed that these lessons could not be expected to show the classroom teacher how to operationalize the individualization of instruction. The investigator sought alternative means for achieving this goal.

Looking for an alternative to classroom observation as a basis for facilitator-teacher consultation, six facilitators had previously suggested "a joint planning and team teaching approach." When all 15 facilitators were asked how valuable this same approach would be as an alternative to the demonstration lesson, 10 of them said it would be of great or extreme value to the implementation of the new program.

The Project Coordinator agreed that this would be a "much better" way of transmitting the program's new methodology.

Demonstration lessons had other shortcomings which limited their effectiveness. Demonstration lessons were taught largely in isolation from what the regular classroom teacher happened to be doing in language arts at the time. When asked if this were the case, all 14 teachers said "yes," even though one of their two facilitators disagreed. Altogether, 11 of the 15 facilitators admitted that this was in fact true. All of the teachers said they were not expected to do preparation lessons prior to the facilitator's demonstration lesson; nor were they expected to repeat the demonstration lesson sometime during the year. Eight of these teachers also reported that they were not expected to do follow-up lessons; although six others said they were.

On the whole, demonstration lessons were unrealistic from the point of view of the classroom teacher. The majority of teachers (nine) and facilitators (eight) agreed that the large amount of preparation time involved in these demonstration lessons made them unrealistic for teachers. Nine of the 14 teachers interviewed also claimed that the lengthy demonstration lesson was not realistic in terms of the time taken to teach it. Only one facilitator agreed with this view.

As far as the appropriateness of the demonstration lesson for the pupils being taught was concerned, both teachers and facilitators found themselves in agreement. All 14 teachers and 11 of the 15 facilitators considered these lessons appropriate.

Although the facilitators maintained that their demonstration lessons were appropriate for the children they taught, most facilitators (eight) were also prepared to admit that a lack of familiarity with these classes they were expected to teach did adversely affect the facilitator's attempts to make the demonstration lessons appropriate for these children.

The pupils' reaction to their demonstration lessons was characterized as positive by 14 of the 15 facilitators. While somewhat less enthusiastic, nine of the 14 teachers did support this assessment, attributing the favourable reaction of pupils to the fact that the experience was "new and different."

Teacher In-Service

Three one-day in-services in the new Language Arts Program were scheduled for small groups of teachers in grade two and six. The first in-service sessions were held during the months of November, December and January; the second in February and March, and the third in-service took place in April and May. These teacher in-services, which were held at the language arts resource centres, had a variety of formats organized under the direction of the facilitators of the grade concerned.

In the discussion which follows, the author will deal first with the general effectiveness of these language arts in-services, before making a more detailed examination of the first of these sessions. The first teacher in-service has been singled out for special attention because of its importance in establishing for the designated users, the foundation upon which is erected an accurate understanding of, and full support, for a curricula innovation.

In-service goals. Despite the fact that the goals of the teachers' in-service were not explicitly stated beforehand, the investigator was able to deduce these from what was clearly expected of teachers by both the new program and P.I.P. As a constituent part of the school system's implementation strategy, the teachers' in-service was primarily intended to help them understand, support and utilize the new program in language arts. But to achieve this, the ultimate goals of P.I.P., the teachers' in-service also had a more immediate goal of helping teachers understand how to utilize the various components of P.I.P.

In-service effectiveness. Before an assessment of the effectiveness of these in-service sessions in achieving these goals could be undertaken, it was first necessary for the investigator to delineate from these two broad goals, the following constituent objectives:

i) to understand the underlying philosophy of the program;
ii) to understand the objectives and methodology of the program;
iii) to know how to utilize the textbook;
iv) to know how to utilize the facilitator;
v) to know how to utilize the resource centre;
vi) to know how to utilize the activity units;
vii) to know how to utilize new resource materials;
viii) to make new materials.

Taking each of these objectives in turn, the fieldworker asked each teacher to rate the value of the in-service sessions in terms of actually achieving these objectives. Responses were recorded using the code:

i. great = 5
ii. considerable = 4
iii. some = 3
iv. little = 2
v. none = 1

The same basic procedure was repeated with the facilitators, the only difference being the 14 teachers were interviewed while the 15 facilitators were given a questionnaire to complete.

Most of the teacher respondents felt the in-service had been of "great" or "considerable" value in helping them "to utilize the activity units" and "to make new materials." But at least half of the teachers of grades two and six at Eastside and Westside schools found their in-service training of "little" or no value in helping them to understand the Language Arts Program: its philosophy, objectives and methodology. Nor did they find the in-service program particularly useful in learning how to utilize those elements of P.I.P. originally designed to help them implement the new program: the textbook, facilitator, resource centre and resource materials.

On the other hand, the majority of facilitators thought the in-services were of "little" or no value on only one of these objectives: helping the teacher "to utilize the textbook." On each of the other objectives at least 12 of the 15 facilitators found the in-services of "some" value or greater. Indeed, the largest single number of respondents on these objectives selected "some."

Analysis. The failure of teacher in-services to make a significant contribution to program implementation may be explained in part by a lack of precision in the organization of these in-services.

Without explicitly stated objectives, these in-services had no real sense of purpose or direction. Consequently, they tend to be devoid of priorities and perspective. Specifically, an examination of topics covered, and the allocation of time to topic clearly indicates a preoccupation with instructional materials at the expense of an understanding of the very program with which they were to have been used. Indeed, one and one-half of the three in-service days were dedicated to the making and ordering of language arts instructional materials.

For their first in-service, instead of receiving an overview of the new Elementary Language Arts Program, and the strategy for its implementation, grade two teachers were exposed to language arts games. Following a brief introduction to this topic, the rest of the day was taken up with the making of such games.

The facilitators of grade six, on the other hand, went to greater pains to provide their teachers with an appreciation of the substance of the Language Arts Program and the components of P.I.P. during their first in-service. In fact, they distributed a handout dealing with these topics in some detail. Unfortunately, five of the seven grade six teachers taking part in this study admitted that they had not read through this handout.

The second in-service for the teachers of grade two featured an apparently successful presentation of activity units or lesson plans which had been developed by the facilitators. In the afternoon, teachers were given the opportunity to examine and order commercially available instructional materials.

Grade six teachers took up half of their second in-service day brain-storming and sharing ideas in language arts; the other half of the day was given over to the ordering of their resource materials. Two facilitators questioned the value of having teachers order materials for a program, the substance of which they have yet to understand. This exercise took one-half a day.

The third in-service for the teachers of grade two had two topics: "Art in the Language Arts," and "The Library: A Community Resource." While both topics are more or less relevant to the implementation of the program, they are still rather peripheral in terms of the more immediate concerns of the teachers themselves. Nowhere were the teachers of grade two given a clear understanding of the new program which they were expected to teach.

For their final in-service, the teachers of grade six had their game-making session. During that particular all-day in-service, each teacher was expected to produce eleven copies of one particular game. Since each teacher made a different game, an exchange of these games would make it possible for each teacher to go home with ten distinct language arts games.

In terms of the allocation of time to topic, six of the 15 facilitators thought that "the program objectives for each grade level" ought to have been given greater priority, while three facilitators said "the making of games" should have been given less.

Another factor contributing to the lack of effectiveness of teacher in-services was the total time made available for the preparation of teachers. Nine of the facilitators thought that three one-day in-service sessions were inadequate. Of these, eight facilitators felt four days were needed for teacher in-service sessions.

The first in-service. Their first formal encounter with an innovation is of critical importance to those who are expected to implement it. For it is here, during the first in-service, that a clear presentation of accurate information and pursuasive arguments would help to establish for its designated users, the foundation upon which is erected a clear understanding of, and a positive attitude towards the innovation in question.

Unfortunately, in this case the first in-service session failed to give teachers a basic understanding of the Language Arts Program which they were required to implement in grades two and six. Of the 12 teachers who actually attended this first in-service, seven teachers reported that they had expected an introductory overview of the program during this session. Yet, when asked: "Specifically, during this in-service session was any effort made to tell you what the new Elementary Language Arts Program was all about?" 10 of the 12 teachers who had attended said "no." When the investigator pursued this point, seven of these 10 teachers went on to state that no effort had ever been made to formally tell the teachers what the program was all about.

The first in-service also lacked clarity in the way it presented the new Language Arts program to the teachers. Of the 12 teachers who attended this session, eight had reservations regarding the way in which the new program had been presented to them. Because of the way it had been discussed at this in-service, only three teachers came away with the view that the Language Arts Program was "a proven innovation." Nine others thought "its value still open to question." Similarly, only five teachers said "yes" when asked if they felt the program had "really been carefully thought through." An equal number had said they felt it had not. Four of the latter cited its "lack of clarity and coherence." Two other teachers said that they did not know if it had been carefully thought through.

For their part, 11 of the 15 facilitators reported having reservations about the quality and effectiveness of the first in-service that they had offered to teachers. But in terms of the frequency with which each was mentioned, these criticisms were relatively minor compared to those uncovered through direct questioning of teachers and facilitators.

There were two quite distinct, although related problems associated with the timing and sequencing of the first in-service for teachers. First, it was held too late in the school year. Meetings of small groups of teachers, organized by facilitators, were held from late November (1975) to January (1976). This meant that some teachers did not attend their first language arts in-service session until half the school year was over. Ten of the 15 facilitators said these sessions should have been scheduled earlier.

As a direct consequence of the timing of the first in-service, teachers were not knowledgeable of the role and proper use of the facilitator before the facilitators were sent out to the schools. As a matter of fact, some teachers had been receiving such visits from their facilitators for three months before their first in-service was held. Twelve of the 15 facilitators felt that teachers should have attended in-services first. By way of explanation, seven of them cited the inability of teachers to make "informed" requests of their facilitators when the latter visited their classrooms. In other words, because they knew so little about the new Language Arts Program and the role of the facilitator in P.I.P., teachers were unable to make maximum use of the facilitator's services from the beginning of the formal implementation effort.

More fundamental to program implementation, the first in-service failed to establish a foundation upon which teacher support for this new Language Arts Program could be built. Because of the way it was presented to them, seven of the 12 teachers who attended this in-service, characterized their reaction to the program as "ambivalent." Only five others had positive feelings about it.

Resource Centres

As part of the Program Implementation Process, resource centres were established in two schools: one on the north side of the city the other in the south end. Commercially available language arts materials, purchased for the new program, were organized and displayed at these centres, from which they were available to both facilitators and teachers. Facilitators were expected to familiarize themselves with the materials in the resource centre so that they could explain to teachers in the field the purpose and proper use of these instructional materials.

For facilitators without a school to call their own, these resource centres became "home base." At these centres facilitators met for mutual support, to make materials and to develop lesson plans. And it was here that the teachers' in-services were held.

Although extensively utilized by the facilitators, the resource centres were not visited and utilized by the classroom teachers on their own initiative. All 14 teachers who were interviewed had visited these centres but only for the purpose of attending in-service sessions. Nevertheless, all claimed to have had time to examine the materials which were available there.

While nine of the 14 teachers taking part in this study felt positive toward the idea of these centres, a majority of these teachers found the resource centres inaccessible: eight in terms of distance to travel, and 13 in terms of time available. These resource facilities were closed at 4:30 p.m.

When specifically asked if materials which were available at these resource centres could be better made available through the distribution facilities of the Instructional Media Centre (I.M.C.), 12 of the 14 teachers and 13 of the 15 facilitators said "yes."

Resource Materials

Instructional materials played an inordinately large part in the school system's strategy for implementing the new program in elementary language arts. It was believed that through the use of different materials, which are compatible with the achievement of specific program objectives, "the classroom teacher can more easily plan for and extend individual pupil success" (Cossitt, November 1973, p. 4).

One of the duties of the facilitator was to evaluate new instructional materials and "explain to teachers their intended purposes and appropriateness for instruction, as well as demonstrate their use in a classroom situation" (Cossitt, November 1973, p. 4). The 14 teachers taking part in this study were asked with what frequency new materials were brought to them by their two facilitators.

All seven grade six teachers said "almost weekly" but the responses of grade two teachers were somewhat divided. Five of the grade two teachers reported that they were brought such materials from one to three times; two teachers said they received them on four or five occasions. It should be noted that grade two facilitators did not visit their schools as regularly because of their work on activity units.

Most teachers reported that the materials which the facilitator brought them were usually used by the facilitator in their demonstration lessons. Of the nine teachers who said so, six were in grade six and three were in grade two. But nine of the 14 teachers also indicated that the instructional materials which facilitators brought out to them were not relevant to what they were doing in their class at that particular time. Six of these teachers taught grade six. Nevertheless, the teachers of both grades were unanimous in their belief that they would eventually be able to utilize these resource materials in their language arts classes.

In addition to the materials found in the resource centre, from where they were circulated by facilitators, the teachers of grades two and six were each permitted to select and purchase $100.00 worth of instructional materials for their class. Thirteen of the facilitators thought this was a good idea. But two facilitators opposed it on the grounds that "the teachers lacked the knowledge and time required to order materials selectively."

Activity Units

By December 1975, the facilitators of grade two had become dissatisfied with the progress being made in their efforts to help teachers implement the new Language Arts Program. Under considerable pressure from the teachers they served, these facilitators embarked on an alternative approach involving the development of lesson plans which they called "activity units." The creation of these activity units represents the most significant departure from the original course of action prescribed by the P.I.P. proposal to E.O.F. Based on the material found in the teacher's guide to The World of Language, these comprehensive lesson plans were, for the teachers of grade two, a time-saving link between theory and practice. In addition, they were basically self-sufficient, i.e., teachers would not have to search for resources in order to utilize them.

Functioning separately from the facilitators of grade six, the facilitators for grade two adopted this course of action without asking the permission of the Director of Curriculum. They justified this omission with the credo: "It is easier to get forgiveness than it is to get permission." Indeed, official approval was given after the fact.

Administration's reaction. Because the preparation of these lesson plans would require their full attention, all grade two facilitator visits to schools ceased. But, because of some administrative slip-up, grade two teachers in some schools were not immediately notified of this change, which did further damage to the credibility of P.I.P. (particularly the role of the facilitator) and, by association, the Language Arts Program itself. As a result, by February central office began to get some negative feedback from the schools. Unfortunately, these complaints, which were heard before the fruits of the grade two facilitators' labour were produced in the Spring of 1976, led to a decision by the Director of Curriculum to deny the grade six facilitators their request to develop similar lesson plans for their teachers. The Director of Curriculum criticized this deviation from P.I.P. as encouraging a "cookbook approach" which kills the creativity of teachers and takes up too much of the facilitators' time in its preparation.

But 13 of the 15 facilitators taking part in this study felt that the new program could not be taught without the further development of the contents found in the teacher's guide to the textbook. While agreeing with this view, both the Associate Director of Curriculum in Language Arts for the Department of Education, and the school system's Project Coordinator for P.I.P., placed the responsibility for this development at the feet of the classroom teacher.

Teachers' reaction. Whatever the view of administrators, the reaction of teachers to these new lesson plans was clearly positive. When interviewed shortly after the distribution of these activity units, all seven grade two teachers said that they had had a chance to study these units and to try using them in their classes. When asked to indicate their value, the following teacher responses were recorded:

i. great	4
ii. considerable	2
iii. some	1
iv. little	0
v. none	0

As might be expected, all of these teachers were convinced that the preparation of such activity units had been a valuable use of the facilitators' time. Nevertheless, three of these teachers reported that they had not been sufficiently trained in the use of these activity units.

The impact of activity units. Designed for the use of the teachers of grade two, these activity units were intended to help them utilize the new program in elementary language arts, which they did. But the teachers who were given these lesson plans also showed evidence of a greater understanding of and support for this innovation as a result of the availability of these activity units.

To study the impact of these lesson plans on teachers, the investigator compared the grade two and grade six teachers' self-professed understanding of and support for the new Elementary Language Arts Program after the first in-service, and then again after the introduction of activity units. Because these components of P.I.P. were deployed at specific points in time, it was possible to study their effects merely by referencing a series of questions addressed to teachers to given points in time: (a) initial contact with the innovation; (b) after the first formal presentation of the innovation (the first in-service); (c) after the teachers' first attempt to implement it (sometime after the first in-service session); and finally, (d) the "current situation," following the introduction of activity units in the Spring of 1976.

Thus with "initial contact" defined as "when the teachers first became aware that a new Language Arts Program was to be introduced, or indeed, was being introduced into the elementary grades," a base line was established against which changes in the teachers' understanding of and support for the innovation could be discerned over time.

Understanding the program. When teachers were asked to what extent they understood the new program in language arts when they first became aware of it, the following responses were recorded giving the investigator his "base line":

i. complete	0
ii. considerable	2
iii. some	2
iv. little	9
v. none	1

Using a Likert-type scale ("complete" = 5, "considerable" = 4, "some" = 3, "very little" = 2, and "not at all" = 1), the responses of teachers were recorded, weighted and computed for each time frame. Table 5 reveals how the teachers' understanding of the innovation evolved over time.

TABLE 5

Understanding of the Program by Teachers of Different Grades at Given Points in Time

		Initial Contact	First In-service	First Trial	Current Situation
Grade	2	15	15	18	26
	6	18	19	22	22
Total		33	34	40	48

Analysis of Table 5 indicates that the first in-service session by itself had relatively little impact on the teachers' understanding of the innovation. However, the first attempt (trial) to implement the new program, following that first in-service session, does appear to have had a significant impact on teacher understanding. But the largest incremental change occurred between the first trial and the "current situation." Jumping eight points, this change in teachers' understanding came about following the distribution of grade two activity units. Indeed, a simple comparison of the figures which make up these totals reveals that it was exclusively the teachers of grade two who accounted for the overall change in teachers' understanding of the innovation from "first trial" to the "current situation."

The dramatic impact that activity units had on improving teachers' reported understanding of some of the more specific components of this innovation can also been seen. The teachers who were interviewed were asked if they had a clear understanding of: (a) what was expected of them as classroom teachers; (b) the specific objectives of the program at their grade level; (c) the general goals of the program at their grade level; and finally, (d) the overall goals of the entire Elementary Language Arts Program. Table 6 shows the distribution of positive responses to these questions over time.

Until the appearance of activity units, none of the grade two teachers claimed to have had an understanding of what was expected of them by the new program. Nor did they report understanding specific objectives of the program at their grade level. But with the distribution of these lesson plans, six of the seven grade two teachers

TABLE 6

Teacher Understanding of Specific Components of the Innovation at Given Points in Time

	Initial Contact			First In-service			First Trial			Current Situation		
Grade Understood	2	6	T[a]	2	6	T	2	6	T	2	6	T
a) duties of teacher	0	2	2	0	2	2	0	2	2	6	2	8
b) specific objectives	0	2	2	0	2	2	0	3	3	6	3	9
c) general goals	2	3	5	3	5	8	3	4	7	4	4	8
d) overall goals	2	2	4	3	5	8	3	5	8	5	5	10

[a] The symbol "T" refers to the total number of teachers who understood at a specified point in time

joined two grade six teachers to account for the "current situation" in (a) and (b) above. In both instances, neither the first in-service nor the first trial had any appreciable impact on teacher understanding.

But the teachers' understanding of the overall goals of the entire Language Arts Program and the general goals of the program at their particular grade level, did improve as a result of the first in-service. However, neither was affected by the teachers' "first trial" and activity units had only a limited impact on the teachers' perceived understanding of these two types of goals.

Support for the program. The vast majority of the teachers interviewed claimed to have found the previous program in language inadequate. When asked if they personally could see a need to change the old program when they initially heard about the new Language Arts Program, 12 teachers said "yes," one said "no" and another said he did not know. These responses did not change for any of the given points of time.

Teachers were also asked to what extent they could see the new Language Arts Program as a viable response to this need to change the old program, when they first heard about the innovation. The following responses were recorded from these teachers:

i. completely	1
ii. considerably	3
iii. some	3
iv. very little	3
v. none	2

Using a Likert-type scale ("completely" = 5 and "none" = 1), the responses of teachers to this question were weighted and computed. By comparing figures for each time frame, one can see how teacher perception of the new program, as solving the problems of the old, evolved over time. This is depicted in Table 7.

Table 7 clearly indicates that only during the final period of the investigation did teachers begin to see the new program as overcoming the deficiencies of the old. This change in view is probably traceable to a simultaneous improvement in the teachers' understanding of the new Elementary Language Arts Program. But since six of the eight point improvement from "first trial" to "current

TABLE 7

Support for the Innovation by Teachers of Different Grades at Given Points in Time

Support by		Initial Contact	First In-service	First Trial	Current Situation
Grade	2	18	19	19	25
	6	16	17	17	19
Total		34	36	36	44

situation" can be attributed to the teachers of grade two, this change seems clearly the result of the appearance of activity units, intended exclusively for their use.

Similarly, activity units had a profound impact in overcoming the reservations that grade two teachers had had regarding the objectives, content, methodology and materials (textbook) of the new Language Arts Program.

Teachers of both grades were asked how they honestly reacted to the whole notion of bringing the Language Arts Program into their classrooms on a permanent basis, when they had first heard about the innovation (i.e., "initial contact"). The following responses were recorded:

i. very positive	2
ii. somewhat positive	4
iii. ambivalent	5

iv. somewhat negative 2

v. very negative 1

Using a Likert-type scale ("very positive" = 5 and "very negative" = 1), values were assigned each teacher response, grade-based sub-totals were taken and totals were calculated. This procedure was repeated with the responses to the same question referenced to each of the other given periods of time. Table 8, which contains these figures, reveals the extent to which teachers felt positive about bringing the innovation into their classrooms on a permanent basis.

TABLE 8

Support for Personal Implementation of the Innovation by Teachers of Different Grades at Given Points in Time

		Initial Contact	First In-service	First Trial	Current Situation
Grade	2	18	19	19	29
	6	28	23	22	24
		—	—	—	—
Total		46	42	41	53

Although the teachers taking part in this study were equally divided between grades two and six, Table 8 shows a marked discrepancy between the attitude of the two groups toward the new Language Arts Program when they first heard about it. At the outset, grade two teachers were much less positive about implementing the new program and remained that way up until the distribution of activity units during the final time period.

But, what had been the more positive attitude of grade six teachers declined sharply after the first in-service session until it closely approximated that of the grade two teachers after the "first trial" with the innovation. The investigator has been unable to ascertain why initial support for personal implementation was so high among the teachers of grade six, or why it declined so markedly following their first in-service.

Teacher responses during the "current situation" signified a marked shift of opinion in favour of personal implementation. This was due, in large part, to the teachers of grade two who accounted for 10 of the 12 points of improvement in the overall attitude of teachers. Again, the only explanation is the positive impact that activity units had on those who received them -- the teachers of grade two.

Apparently the experience of the first in-service session actually had a negative effect on the teachers of grade six. Their attitude became more negative toward the idea of personally implementing the new program in language arts.

Program Documents

The provincial Department of Education issued two major documents dealing with the new Language Arts Program: The Program of Studies for Elementary Schools (1975), which includes a short prescriptive statement of the program, and the Elementary Language Arts Handbook (1973), which is a detailed outline of the new program: its philosophy, goals and methodology.

The ordering and distribution of these documents for teachers, which is normally the responsibility of the school principal, was not an explicit component in the strategy for the program's implementation (P.I.P.). Nevertheless, because these documents are the official and most definitive statements on the new program, and are therefore critical to an understanding of it, they are regarded as an implicit part of the implementation strategy. Consequently, the ultimate responsibility for ensuring that the teachers of grades two and six receive and utilize these publications ought to have belonged to project officials.

Of the 14 teachers who were interviewed, nine reported that they had received a copy of the Program of Studies for Elementary Schools in the Fall of 1975, but the vast majority (11) of these teachers had not read the section dealing with language arts. With the exception of one teacher who managed to get a copy of this publication from his facilitator, the staff of one school (Eastside) had not received this document.

Likewise, none of the teachers of this same school ever received a copy of the Elementary Language Arts Handbook which outlines the new program. The grade two and six teachers of the other school (Westside) did not receive this handbook until November or December of 1975 -- well after implementation had commenced. In fact, one teacher did not receive it at all.

Of the eight teachers who received the document, seven, or only half of the total number of teachers taking part in this study, claimed to have read the Elementary Language Arts Handbook. Of those who had, six teachers said they had read it to "some" extent.

The teachers who read the handbook did not as a group have a positive reaction to it. Three of the seven teachers characterized their reaction as "somewhat negative," two were "ambivalent" toward it and only two teachers felt "somewhat" positive about it. Those teachers who held a "somewhat negative" view of the handbook, all cited the difficulty they had in understanding the document.

When asked their views, 12 of the 15 facilitators estimated that most of their teachers had not actually read the Elementary Language Arts Handbook. Eleven facilitators also said that most of their teachers had probably not read the language arts section of the Program of Studies for Elementary Schools. Such seemingly frank views coming from facilitators should not be surprising in light of the fact that it is the school principal and not the facilitator who was officially responsible for the distribution of these publications.

The Textbook

There is a tendency to associate a curricular program with its textbooks and other materials. But the new Language Arts Program is not its textbooks. However, because they may be used to help teachers understand, support and utilize this program, the textbook and other relevant materials are regarded as integral parts of the implementation strategy. Yet, even as a component of P.I.P., the new language arts textbook (more specifically its proper use) is itself an objective of the implementation effort.

All of the teachers who took part in this case study had been given The World of Language textbook series for their grade level. Yet these teachers were not utilizing these textbooks in their classrooms.

When teachers were asked: "To what extent do you depend on the new language arts textbook for the teaching of language arts?" the following responses were recorded:

i.	great extent	0
ii.	considerable extent	3
iii.	some extent	2
iv.	very little	7
v.	not at all	2

This assessment by teachers was in fundamental agreement with those made by both the facilitators and the investigator. But why were teachers not utilizing the textbook they had been given? The investigator identified two major explanations for this situation: first, teachers were not happy with the new textbook or the process by which it had been chosen. Second, without proper training, teachers were incapable of utilizing the new textbook in the manner intended by the program's adopters.

Attitude toward the text. The provincial Department of Education was responsible for selecting three series of textbooks for its recommended list of books to be used with the new program in language arts: *Language and How to Use It*, *The World of Language* and the *Nelson Language Stimulus Program*. Central office officials in each school district were expected to establish their own procedures for selecting from the Department's recommended list the textbook series which was to be utilized by each of the elementary schools in their jurisdiction.

Although the Director of Curriculum for the Edmonton Separate School System said that he had assumed that the choice of textbooks had been left up to the school staff, this was not the case at either Eastside or Westside. The teachers at both schools did not know on what basis the Department had chosen The World of Language for its recommended list, nor did they know on what basis the school system had assigned them this particular textbook series.[1]

If the teachers were unsure as to how the decision had been made regarding the selection and assignment of textbooks, they were unequivocal in their views as to whom ought to have been responsible for choosing the textbook series to be used in a school. All 14 teachers indicated that they preferred that a "committee of teachers" from the school concerned, be responsible for selecting from the Department's recommended list, the textbook that teachers would be expected to use. The reason given was that teachers have both practical experience and a knowledge of their own pupils' needs. In the case of six of these teachers, the advice and assistance of the Language Arts Supervisor would be utilized by this committee of teachers, in reaching its decision. Although somewhat less emphatic, the facilitators were in fundamental agreement with teachers on the importance of the teachers' role in selecting textbooks.

But not only were they unhappy with the process by which the new textbooks had been chosen, teachers at Eastside and Westside schools were also critical of what was for them the product of that process: The World of Language. Even after the introduction of grade two activity units, when all of the teachers taking part in this study were asked for their reaction to this textbook series, the following responses were recorded:

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[1] Apparently the Supervisor of Language Arts had made this choice for the teachers of Eastside and Westside in 1973.

i.	very positive	1
ii.	somewhat positive	2
iii.	ambivalent	6
iv.	somewhat negative	5
v.	very negative	0

Utilizing data gathered from teachers, facilitators and the Project Coordinator, the investigator was able to identify factors which account for the teachers' negative disposition toward this textbook series. First, the new textbook was considered to be incompatible with the experiences of the teachers taking part in this study, all of whom claimed that the proper use of the textbook would necessitate a considerably heavier work load for teachers. Both the Project Coordinator and most of the facilitators agreed with the teachers. Thirteen of the 15 facilitators said that the new program could not be taught without the further development of the content found in the teacher's guide to the textbook.[1] The Project Coordinator concurred in this view, but felt that it depended on the background of the teachers concerned.

Second, among the more specific criticisms that they had of the text, 11 teachers said that there were "not enough exercises," four claimed that its reading level was "too difficult," and three more teachers thought that insufficient attention had been given to the "basics of language" in the text.

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[1] It was precisely for this reason that grade two facilitators decided to develop activity units.

In addition, although the majority of them felt otherwise, a significant number of teachers (six out of 14) considered the new textbook to be inappropriate for the pupils they were then teaching. They cited a vocabulary which was too difficult and an insufficient number of exercises.

Despite the foregoing, 13 of the 14 teachers interviewed said that they could also see advantages to the new language arts textbook series, The World of Language. Nine of these teachers found that it "motivates the kids," while five others thought the materials were good.

Utilizing the textbook. Just how reversable the teachers' overall negative attitude toward the new textbook might have been remains a moot point. No concerted effort was made to help teachers utilize correctly the language arts textbook which they have been given. Indeed, program implementation was off to a bad start when The World of Language textbook was distributed to teachers who were permitted to use it before they had been trained in its proper use. The resulting experience with the new text had been negative for most of these teachers. Consequently, 10 of the 14 teachers interviewed reported a change in their initial reaction to the book: seven teachers felt more negative towards it, and only three felt more positive towards the textbook. Therefore, when it finally came time for the teachers of grades two and six to begin implementing the new program, many of them had already had negative experiences with the new text, and by extension, with the Language Arts Program with which it was associated.

But not only had they not attended in-services before attempting to make use of the new book, all 14 teachers taking part in this study said that they had never been trained in the "proper use of the new textbook" at any time. Nine of these teachers termed the in-service sessions which were held of little or no value in helping them to utilize the text. Five others thought they were of some value. What is more, nine of the teachers said that little or no consultation time had been spent with the facilitator discussing how to utilize the new textbook. Five teachers thought that "some" time had been spent on this topic.

But whatever difficulties they had experienced in using the book were hardly alleviated by the teachers themselves, none of whom had ever taken the time to read through on their own the teacher's guide which accompanies the pupils' textbook.

Evaluation

As noted in the first chapter of this work, this case study is, in part, an external evaluation of the effectiveness of a strategy developed by a school system to help its teachers implement a new program in elementary language arts. But within that strategy, known as the Program Implementation Process, the school system devised its own procedure for carrying out an internal evaluation of P.I.P. Project documents clearly spell out the role of this internal assessment.

> In view of the fact that this project has as its basic objective the development of a process whereby the introduction of a new program is facilitated, evaluation procedures will be in terms of assessing those processes which are developed to provide teachers with opportunities to utilize the various resources needed to meet the objectives of their language arts program. (Mary Cossitt, p. 5)

Thus, the official role of the internal evaluation is basically formative. That is, it is intended to improve the implementation process while it is still fluid, by providing project decision-makers with a continuous feedback of information on the effectiveness of the strategy being utilized. However, the evaluation instruments used indicate that the real purpose of this evaluation of P.I.P. was to maintain funding by E.O.F. This incentive program required an internal evaluation from each project at the end of each year.

In their 1971 case study, Gross et al. found that "Development and effective operation of workable systems of feedback are needed to ensure that difficulties will be pinpointed, analyzed, and that steps will be taken to resolve them" (p. 210). But in the case of P.I.P., two major factors interfered with the feedback of reliable information to project decision-makers: First, a pervasive mistrust of authority on the part of both teachers and facilitators distorted the purposes of the communication. Second, each of the instruments utilized in this evaluation procedure had serious defects which made it virtually useless in assessing the effectiveness of P.I.P.

A lack of trust. The process of communication depends very much upon the nature of interpersonal perceptions. It is the contention of Castello and Zalkind (1963), that since perception serves to guide the person's behavior in his social environment, any unfavourable perception and set can lead to cutting down on our interaction with others (p. 21).

In this case, teachers who constituted the client system, perceived the Project Coordinator (who was also their Elementary Language Arts Supervisor) and to some extent, the facilitators (who served as her agents) to be evaluators. And, because the program which they were expected to implement was one with which they were not personally familiar, teachers felt particularly exposed and vulnerable. Yet these same teachers were being asked to complete evaluation forms supplying feedback data, the interpretation of which could reflect adversely on them as classroom teachers.

Consequently, wishing to appear neither incompetent nor uncooperative, many teachers filed reports and made less than frank observations to their superiors. Because these erroneous reports were positive, they were eagerly received by project officials as evidence that all was well.

Ironically, those few teachers who were courageous or foolhardy enough to record their grievances against the new Language Arts Program or P.I.P. were, in fact, characterized as being uncooperative, incompetent, or possibly lazy, by central office officials when interviewed by the investigator.

Even after the first in-service, 12 of the 14 teachers interviewed reported that they had reservations regarding the new Language Arts Program. But only four of these teachers felt free to bring these reservations to the attention of someone in authority. All four took their problems to their facilitators. No one took them to the Project Coordinator. Of the eight who had reservations but did not go to anyone in authority, four teachers specifically attributed their lack of action to a fear of authority, while two others felt they would not be listened to anyway. The remaining two teachers gave no explanation for their inaction.

While teachers had difficulty approaching the authorities regarding problems they were having, they were willing to discuss certain of these matters with their facilitators. For example, nine of the 14 teachers said that they felt free to be perfectly frank with their facilitators in stating their views on the new Elementary Language Arts Program. On the other hand, when it came to stating their views on "the role and performance of the facilitators in general," not one teacher felt she could be frank with her facilitator. Here, teachers seemed less concerned with fear and more concerned with a desire not to offend their facilitators, with whom they empathized.[1]

This communication barrier between subordinate and superior was duplicated in the relationship between facilitator and Project Coordinator. The underlying cause appears to be identical: a low level of trust. In the second half of their questionnaire, facilitators were asked if they "had serious reservations with respect to some aspect of the new Elementary Language Arts Program, or P.I.P., as a strategy for its implementation." Eleven out of the 15 respondents admitted that they had such reservations but only five of these claimed to have brought them to the attention of the Project

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[1] Of course, even the desire not to offend, when it interferes with important communication, implies a lack of mutual trust.

Coordinator "on their own initiative." Interviews with facilitators revealed their concern to be with how their criticisms would be received by their superior.

The question is: who is responsible for the establishment of adequate communication? Who must take the initiative in preventing or overcoming the debilitating effects of communication barriers wherever they exist? Clearly this is the duty of the project leadership. For it is management who must provide an atmosphere which invites and allows the subordinate to speak frankly.

Evidence of the veracity of this contention comes from the facilitators, who were asked: "Assuming that you had serious reservations regarding the Language Arts Program or P.I.P., would you have felt free to frankly express your views on these matters if specifically requested to do so by the coordinator of the project?" Fourteen of the 15 facilitators said "yes."

Nor were the facilitators themselves particularly open to the expression of reservations by their teachers. Twelve of the facilitators admitted that the teachers as a group were not asked specifically how they felt about the new Language Arts Program or P.I.P. during the first or second in-service. Thirteen facilitators said this was not done during the third in-service either.

Evaluation procedures. Among the instruments of formative evaluation utilized by P.I.P. were: the Facilitator's Monthly Log which details each facilitator's "specific involvements in this project"; the Teacher's Monthly Report, "a simple questionnaire for each of six specified months"; and a second teacher questionnaire administered at the end of each year entitled Efficacy of the Program

Implementation Process in Meeting the Needs of Language Arts Teachers.

Based on data gathered with the use of these instruments, the Project Coordinator told the investigator in June 1976 that she believed that P.I.P. had been responsible for successfully implementing the new Language Arts Program in grades two and six. Because this conclusion was at variance with that of the investigator, the latter undertook a fairly detailed examination of the evaluation instruments utilized in this project.

First, a number of facilitators' logs were studied by the investigator. These reports give little more than an accounting of how the facilitators apportioned their time in carrying out their various duties. By itself such information has little value as a tool for evaluating the effectiveness of the facilitator or P.I.P.

The investigator also made a study of the Teacher's Monthly Report, another instrument of formative evaluation. The classroom teachers who were administered this questionnaire were asked to check the most appropriate response: "definitely yes," "yes" or "no change" to each of three statements:

1. I think that the learning environment of my Language Arts classes has improved due to P.I.P.
2. I think that my teaching techniques and/or my ability to utilize teaching aids (tape recorders, overhead projectors, etc.) in my Language Arts classes has improved due to P.I.P.
3. I think that I am now more competent to involve the human resources of the community (parents, teacher aides, guest speakers, etc.) to supplement my Language Arts classes due to P.I.P.

On this same instrument teachers were asked to give concrete examples of each of the above statements "if applicable," and to indicate how much time was spent by the facilitator in their language arts classes during the reported month.

First, as criteria for implementation, the three statements found on this form fail to do justice to the complexity of this new program as it was outlined in the Elementary Language Arts Handbook (1973). Each of these statements is either too conventional or too nebulous to represent, even in a superficial way, so much as a portion of the essence of this innovation which teachers were expected to implement.

Second, the Teacher's Monthly Report is not a diagnostic type of evaluation instrument. Each statement attributes an improvement in conditions of learning to P.I.P. proper, rather than to any of its constituent parts, such as demonstration lessons or teacher in-services. Consequently, this instrument was of no help in distinguishing those components of this implementation strategy which were effective from those which were not.

Third, this evaluation instrument also has a built-in ambiguity which was not corrected at any time throughout the three-year duration of its use. Whether or not the teacher response "no change," made on the second or subsequent monthly reports, was to mean "no change to date" or just "no change over last month" was unclear.

Finally, the design and use of this particular evaluation form did not encourage frankness on the part of teacher-respondents. To begin with, instead of eliciting the teachers' reaction to the effectiveness of P.I.P. in helping them to implement the new Language Arts Program, each criterion statement was couched in the intimidating terms of teacher competence: e.g., "I think that I am now more competent to involve the human resources of the community . . . to supplement my Language Arts classes due to P.I.P." Nor did the lower half of this form, which solicited from teachers "a concrete example of an improvement," make comparable provisions for specific examples of teacher difficulties or P.I.P. failings. In addition, not only were respondents required to sign their names to their evaluation forms, but in many cases these forms were personally collected by the teacher's facilitator.

The other formal evaluation instrument, included within P.I.P. by the designers of this implementation strategy, was entitled: Efficacy of the Program Implementation Process in Meeting the Needs of Language Arts Teachers. Administered to teachers at the end of each yearly phase of this three-year project, this instrument was to serve a formative evaluation function. It consisted of nine statements of teacher "needs to be met so as to improve the quality of their implementation of a new program."

(1) More time is required by teachers to study the different components of the new Language Arts program.

(2) Teachers should have the opportunity to participate in training sessions given by competent and knowledgeable individuals.

(3) Teachers need to increase their knowledge on how to use the physical resources of the community in an effective classroom manner.

(4) Teachers need to increase their knowledge on how to involve the human resources of the community in their classrooms.

(5) Teachers need to develop their competency in the use of various forms of technology including television, tape recorders, various projectors and printed materials.

(6) Teachers have to become more familiar with the new methods of imparting knowledge to students.

(7) Teachers need to learn about the new learning theories, grouping procedures and other methods which could improve the classroom learning environment.

(8) Teachers need to learn how to develop and use materials so as to meet the individual needs of their students.

(9) Teachers have to develop and learn how to use the students in the teaching process.

The directions to this annual survey specified its purposes: "to assess the efficacy of P.I.P. in meeting these needs." For each of these nine needs, teachers were asked if they perceived the need to be important, if P.I.P. had been successful in meeting this need, and which component of P.I.P. had contributed most to meeting this need? Teachers were also asked what kind of process (P.I.P. or some other) would be best suited to meet each need.

In assessing this questionnaire, the investigator discovered that it does not, in fact, evaluate the "efficacy of the Program Implementation Process in meeting the needs of language arts teachers" who were attempting to implement a new program. Rather, it is basically an assessment of the extent to which teachers felt that P.I.P. had succeeded in meeting a number of general goals in teacher in-service training: e.g., "Teachers have to become more familiar with the new methods of imparting knowledge to students." Seven of these nine teacher "needs" fall into this category. Of the remaining two, one need deals with the desirability of the teacher in-service itself, and the other -- the only one to do so -- concerns itself with the innovation: "More time is required by teachers to study the different components of the new Language Arts Program."

Whether or not P.I.P. was successful in meeting such needs is not particularly germane here. The problem is that these "needs" do not, on the whole, represent the ways in which teachers would have to change in order to effect implementation of the new Language Arts Program. In the context of this implementation effort, "needs" are essentially those which are derived from deficiencies in the current status of teachers, on criteria which have their origin in the innovation itself.

For example, an analysis of this innovation reveals that its proper implementation would require teachers to possess skill in the diagnostic approach to the teaching of language arts. But a preliminary survey of its designated users in September would have shown that these teachers lack this skill. Therefore, rectification of this deficiency ought to have been both a specific objective of P.I.P. and, consequently, one of those "teacher needs" by which effectiveness of that implementation strategy could have been evaluated.

There were other difficulties with this particular evaluation form (e.g., its complex format), but because they were relatively insignificant when compared with observations and criticisms already made, they are not dealt with here.

Summary

In order to implement a new program in language arts, the Edmonton Separate School System utilized a strategy called the Program Implementation Process. The purpose of this chapter has been to identify those components of this implementation strategy which help to account for the degree to which teachers were implementing the new Elementary Language Arts Program in the Spring of 1976.

In the absence of a more detailed elaboration on its internal operations, the official P.I.P. proposal to E.O.F. became in effect a work definition which was to prove inadequate. First, the proposal failed to deal with program implementation. Second, it gave bland, politically motivated provincial objectives too high a priority. Third, it lacked the precision of an implementation strategy.

What this P.I.P. proposal to E.O.F. referred to as "specific objectives," were not the objectives of the implementation strategy. They were its constituent parts, representing the delivery of educational services to teachers. Consequently the internal evaluation of P.I.P., which was based on these eight "specific objectives," could never have verified program implementation or proven the effectiveness of P.I.P.

In order to evaluate the effectiveness of P.I.P., the investigator found it necessary to generate his own set of basic goals, which he considered to be implicit in the Program Implementation Process. First, to help teachers understand, support and utilize the new program in language arts. Second, to help teachers make full and proper use of the various components of P.I.P.

Functional units. Consisting of approximately eleven teachers and a facilitator, these units were one of the original components of this implementation strategy. Meetings of the members of these units were discontinued because they proved to be "impractical" during the first year of this project. Their purpose had been to provide teachers with the opportunity to direct the implementation of the new program in their classrooms.

Project Coordinator. The Project Coordinator was also the Supervisor of Elementary Language Arts for the school system. This situation caused two serious problems: first, because she was not a full time coordinator, the facilitators were not given the amount of direction they felt they needed. Second, because she was also a supervisor, the Project Coordinator was seen as an evaluator, making her seem less approachable for both teachers and facilitators.

Although an expert in language arts, the Project Coordinator lacked the expertise required to supervise the implementation of a complex curricula innovation and to carry out an on-going evaluation of the implementation strategy being utilized.

Facilitator. There was no systematic approach (involving established criteria) to the recruitment and selection of teachers to be trained to serve as facilitators under P.I.P. Consequently, only one-half of the teachers who were interviewed felt the facilitators possessed the competencies needed to carry out the task expected of them. The investigator identified three criteria which he felt were fundamental to facilitator selection: interest, professional experience and academic training.

First, not one facilitator had sought the job of facilitator on her own initiative; indeed, four facilitators said they would have preferred other positions at the time of their appointment. Altogether two-thirds (10) of the facilitators claimed that their appointment as facilitator had been related to a placement problem within the school system.

Second, as far as professional experience is concerned, with one exception all of the facilitators had spent the previous year teaching the grade in which they were currently serving as a facilitator. Beyond that, whatever previous experience the facilitators had had with the new Language Arts Program (e.g., teaching it in another grade) was not considered to have been very positive.

Third, despite their own views to the contrary, facilitators also lacked the academic training required to fulfil their duties. Of the 15 facilitators taking part in this study, not one had majored in language arts. Not one had taken a course in the new language arts. In fact, seven of these facilitators had never taken any kind of course in elementary language arts. What is more, two-thirds of the facilitators had not received university training in elementary education.

The orientation program which was designed to prepare facilitators by helping them to understand the new Language Arts Program and carry out their duties as facilitators was inadequate. The facilitators themselves were critical of its "timing," the "topics covered" and the "allocation of time to topics," although they felt the duration of the orientation program was sufficient.

But the real proof of the shortcomings of this preparation comes from the fact that facilitators admitted that, following their orientation, they understood "very little" of the Language Arts Program. In addition, because they had never been given a real job description or participated in developing one, facilitators said that they did not have a clear picture of what they were expected to do as facilitators. The facilitators felt that their orientation would have benefited from the inclusion of meetings with facilitators from previous years, preparation in human relations, and more specifically from training in group dynamics for those facilitators belonging to the same grade-group.

Facilitator-teacher consultation. As the facilitator visited the schools and teachers to which she had been assigned, she was expected to consult with these teachers. The investigator identified the purposes of these discussions to be twofold: first, to help teachers understand, support and utilize the new program in language arts; and second, to help teachers make full and proper use of the components of P.I.P.

The frequency with which these consultation sessions were held varied considerably from one facilitator respondent to the next. But 10 facilitators reported that they had held consultations with most of their teachers "10 times or less" over the entire school year. Indeed, facilitators experienced considerable difficulty trying to find time for consultation sessions with their teachers, since none had been allocated specifically for this purpose. Consequently, the vast majority of facilitators thought it was of extreme or great importance that a fixed time be arranged for this purpose.

Facilitator-teacher consultation was not based on classroom observation, which facilitators correctly assumed would be a threatening experience for their teachers. Asked for an alternative basis for this consultation, six facilitators suggested a joint planning and team-teaching approach.

From the two purposes or goals of facilitator-teacher consultation which he had identified, the investigator was able to delineate a series of objectives. Taking each objective in turn, teachers were asked how much time their facilitators had spent discussing the subject matter contained therein. Except for items dealing with the utilization of the facilitator's services and activity units, on which they felt "some" time had been spent, the majority of teachers said "little" or no time had been spent discussing various aspects of the Language Arts Program or P.I.P. during consultation sessions with their facilitators.

Demonstration lessons. Facilitators had as one of their duties the teaching of demonstration lessons to the pupils of the teachers to whom they had been assigned. The purposes of these demonstration lessons were not explicitly stated, causing some confusion among the facilitators expected to teach them. Nevertheless, the importance of methodology to the Language Arts Program, together with its demonstrability, would seem to make its communication of this methodology a "natural" goal of the demonstration lesson.

But given the facilitator's role, specifically the relatively short period of time she had to spend with each class of pupils with whom she was not really familiar, the demonstration lesson was not a suitable means for presenting the diagnostic approach to the teaching of language arts. As an alternative to the demonstration lesson, "a joint planning and team-teaching approach" was seen by both facilitators and project coordinators as a better means of transmitting the program's new methodology to classroom teachers.

Demonstration lessons were taught largely in isolation from what the regular classroom teacher happened to be doing in language arts at the time. And from the point of view of the classroom teacher, these lessons were largely unrealistic in terms of the amount of preparation time involved and the time taken to teach them. Nevertheless, both teachers and facilitators thought demonstration lessons were appropriate for the children being taught.

Teacher in-service. Although goals for in-services were not established by project officials, the investigator identified two basic goals for the in-servicing of teachers: first, to help teachers understand, support and utilize the Language Arts Program; second, to help teachers understand how to utilize the various components of P.I.P. From these two broad goals the investigator delineated a series of eight objectives. The teachers were then asked to rate the value of their in-service sessions in terms of these objectives.

With the exception of helping teachers "to make new materials," the teachers of grades two and six seriously questioned the value of these language arts in-service sessions. Specifically, at least half of them found teacher in-service training of little or no value in helping them to understand the Language Arts Program: its philosophy, objectives and methodology. Nor did they find the in-service program useful in learning how to utilize those elements of P.I.P. originally designed to help them implement the new program: the facilitator, resource materials, resource centres and the textbook. However, taken by themselves, the teachers of grade two did feel that their in-services had been most valuable in helping them to utilize the activity units.

The majority of facilitators, who were responsible for organizing teacher in-services thought that they had been of little or no value on only one of these objectives: helping the teachers "utilize the textbook." On each of the other objectives, at least 12 of the 15 facilitators found the in-service of "some" value or greater.

In addition, it was found that the choice of topics, the allocation of time to topic, the sequencing of topics and the total time taken for the in-servicing of teachers were all inadequate.

The investigator singled out the first teacher in-service session for special examination because of its importance in establishing the foundation upon which could be erected an accurate understanding of, and a positive attitude towards the innovation in question. Unfortunately, the first in-service failed to give teachers a basic understanding of the Language Arts Program. In addition to its failure to give teachers a good introductory overview of the program, the first in-service lacked clarity in the way it presented the new Language Arts Program to the teachers. Consequently, the first in-service session failed to establish a foundation upon which teacher support for the program could have been built.

Another problem with the first in-service was the fact that it was held too late in the school year. As a result, teachers were not in-serviced on the role and proper use of the facilitator before facilitators were sent out to them in the schools. Because they had not been in-serviced on the new Language Arts Program and the role of the facilitator in P.I.P., teachers were less able to derive maximum benefit from the services of their facilitator.

Resource centres. Commercially available language arts materials, purchased for the new program, were organized and disseminated from two resource centres. Although extensively utilized by the facilitators, these resource centres were not used by the teachers as intended. While feeling positive towards the idea of these centres, the teachers found them somewhat inaccessible in terms of both distance and times available. Teachers said that they felt that materials found at these resource centres could be better made available through the distribution facilities of the Instructional Media Centre (I.M.C.).

Resource materials. One of the duties of the facilitator was to evaluate new instructional materials and "explain to teachers their intended purposes and appropriateness for instruction, as well as demonstrate their use in a classroom situation." While most teachers reported that the materials which the facilitator brought them were usually used by the facilitator in demonstration lessons, these materials were not relevant to what they themselves were doing in their classes at that particular time.

Activity units. The creation of these lesson plans by the facilitators of grade two represents the most significant deviation from the original course of action prescribed by the P.I.P. proposal to E.O.F. Based on the material found in the teacher's guide to the World of Language, these activity units were developed for use by the teachers of grade two. They were to be a time-saving link between theory and practice. In addition, these lesson plans were basically self-sufficient, i.e., teachers would not have to search for resources in order to utilize them.

The reaction of grade two teachers to these lessons plans was positive. They found them valuable and were convinced that their preparation had been a worthwhile use of the facilitator's time. In addition, teachers indicated that their understanding of, and support for, the new Language Arts Program had been positively affected by the development of activity units in the Spring of 1976.

Program documents. The Alberta Department of Education issued two major documents dealing with the new Language Arts Program. Unfortunately, the vast majority of teachers had not read the prescriptive statement found in the Program of Studies for Elementary Schools (1975), and half of the teachers had not read the Elementary Language Arts Handbook (1973). Those who had read the handbook, an important detailed account of the new program, did not as a group have a positive reaction to it. Teachers with a negative view of this document attributed it to the difficulty they had in understanding the handbook. Most grade six teachers also failed to read an important handout given to them at their first in-service.

Textbook. All of the teachers taking part in this study had been given the World of Language textbook. But teachers did not know on what basis the Department of Education had chosen this book for its recommended list, nor on what basis the school system had selected this text from this list and assigned it to certain schools within its jurisdiction. All 14 teachers indicated that they would prefer that a "committee of teachers" from the school concerned be responsible for selecting from the Department's recommended list, the textbooks that teachers in that school are to use. Facilitators were in fundamental agreement with teachers on this point.

But not only were they unhappy with the process by which the new textbook had been chosen, teachers were also unhappy with the product of that process: the World of Language book itself. The teachers' negative disposition toward this textbook was due to a number of important factors. First, the teachers' attempt to utilize the new language arts textbook on their own, before being in-serviced on its proper use by their facilitators, was a negative experience for most of them. This situation was not helped by the fact that none of the teachers had taken the time to read through the teacher's manual which accompanies the pupil's text. Second, a significant number of teachers (six out of 14) considered the new textbook series inappropriate for the pupils they were teaching. Third, all of the teachers agreed that the "proper" use of the new textbook would necessitate a considerably heavier work load for them. On this last point, both the Project Coordinator and the facilitators were in basic agreement with the teachers.

Obviously, their overwhelmingly negative attitude toward the text accounts, in large measure, for the limited extent to which teachers were depending on the new textbook for the teaching of language arts. But no provision was made within P.I.P. to correct this situation: first, all 14 teachers said that they had never been in-serviced on "the proper use of the new textbook," and second, most teachers claimed that little or no consultation time had been spent with the facilitator discussing how to utilize the new textbook.

Evaluation. The Program Implementation Process had built within it, its own procedure for an on-going internal evaluation. The official role of this evaluation was basically formative: it was supposed to improve the implementation process while it was still fluid, by providing project decision-makers with a continuous feedback of information on the effectiveness of their strategy. But the real and very practical purpose of this evaluation effort, as reflected in the design of its instrumentation, was to maintain E.O.F. funding. Each E.O.F. project had to be evaluated by its own school district at the end of each year.

Efforts to carry out an adequate internal evaluation of P.I.P. were thwarted by two major factors. First, there existed a pervasive mistrust of authority on the part of both teachers and facilitators, which gave rise to a distortion of communication from subordinate to superior. This situation was further aggravated by the fact that the Project Coordinator (who was also the Supervisor of Elementary Language Arts), and to some extent the facilitators themselves, were perceived as evaluators by their subordinates. Clearly, it was the duty of the project leadership to take the initiative in preventing or overcoming the debilitating effects of this barrier to communication.

Secondly, each of the instruments utilized in P.I.P.'s evaluation procedure had one or more of the following defects:

i) a lack of sensitivity to the teachers' feeling of insecurity;
ii) failure to adequately represent the essence of the new Language Arts Program;
iii) structural flaws creating ambiguity and other problems;
iv) failure to identify specific components of P.I.P. which might have contributed to program implementation.

CHAPTER IX

DEGREE OF IMPLEMENTATION

Introduction

In the previous three chapters the author attempted to identify those factors which facilitated or impeded implementation of the new Elementary Language Arts Program in the grade two and six classes at Eastside and Westside schools. The purpose of this chapter is to establish the actual degree to which these teachers were implementing this innovation during April and May of 1976. Official implementation of the program was to have commenced in these two grades during the Fall of 1975.

The degree to which this innovation was being implemented by its designated users was established through an analysis of data gathered from teacher interviews, facilitator questionnaires and classroom observations. But before he could ascertain the degree to which implementation of the new Language Arts Program was being effected, the investigator had to define the fundamental characteristics of the innovation and the concept of implementation.

According to those officials of the Department of Education and the Edmonton Separate School System who are, in their respective jurisdictions, most directly concerned with the Language Arts Program, the essence of this innovation for the teachers is one of methodology and philosophy. In a July 13th, 1976, telephone interview with the author, Dr. M.F. Thornton, Associate Director of Curriculum for the

Department of Education, identified these two elements of the innovation as constituting the essence of the program. This view was concurred in by Miss Mary Cossitt, Supervisor of Elementary Language Arts and Project Coordinator of P.I.P. for the Edmonton Separate System.

The concept of implementation has already been defined in Chapter II's review of the literature. According to that definition, in order for implementation to take place the designated user must:

1. understand the innovation and how it is to be utilized;
2. support the innovation as the answer to a perceived problem and be motivated to utilize it personally;
3. actually be utilizing the innovation as intended by its developers and/or official adopters;
4. possess the competencies (attitudes, knowledge and skills) needed to utilize the innovation on an on-going basis.

In separate sections of this chapter, the author deals with each of these elements of program implementation.

Understanding the Innovation

The first criterion used to establish degree of implementation is the extent to which the designated users understand the innovation and how it is to be utilized. Gross *et al*. in their 1971 study identified the teachers' "lack of clarity about the innovation" as a circumstance which acted as a major barrier to implementation (p. 123).

Half of the 14 teachers who were interviewed claimed they understood the new Elementary Language Arts Program to a "considerable extent." Seeking to explore the quality as well as the quantity of their understanding, the investigator attempted to determine the extent to which the teachers of grades two and six, who took part in this study, understood the new Language Arts Program's: (i) underlying philosophy, (ii) objectives, and (iii) methodology. Teachers were expected to demonstrate this understanding by recalling the constituent components of each of these program elements when interviewed by the fieldworker.

The underlying philosophy. While most teachers claimed to understand the underlying philosophy of the new program in language arts, only one of them was able to demonstrate this to the extent of being able to recall five of the 10 components of this philosophy which were set forth in Chapter VI.

When teachers were asked directly: "to what extent do you feel that you understand the new Elementary Language Arts Program?" the following responses were recorded:

i. complete	0
ii. considerable	6
iii. some	3
iv. very little	3
v. not at all	2

However, when asked to indicate components of this philosophy or rationale which they could think of, 10 of the 14 teachers could not recall a single one. Three teachers were able to cite very few components (two or three) while only one grade six teacher, mentioned above, could identify a considerable number (five) of these components.

The program's goals. Teachers were no more successful in recalling the goals of the new Language Arts Program as explicitly set forth in the Program of Studies for Elementary Schools (1975) and summarized in Chapter VI. While half of the teachers participating in this study felt they could remember major goals of the program, only three of the 14 teachers could in fact do so. Two teachers gave responses which recognized the need to provide opportunities for children to become flexible users of language by "developing competencies in receiving information (critically) through listening, reading, viewing, touching, tasting and smelling." The third teacher cited "developing fluency in expressing ideas and feelings through oral language, written language, movements (gestures, creative drama), music and art," as a major goals of the program. None of these teachers could remember more than one of the six goals.

Methodology. Teachers were somewhat more confident in attempting to come to terms with the methodology of the innovation. But, although most teachers said they understood the instructional methodology of the new program (the diagnostic approach to the teaching of language arts), none could recall even vaguely more than two of its constituent components.

When asked to what extent they understood this instructional methodology required by the new program, eight teachers said "to a considerable extent," the remaining six said "to some extent." But of the 10 teachers who attempted to do so, not one could recall more than two of the peripheral aspects of this methodology outlined in the Elementary Language Arts Handbook (1973) and Chapter VI of this study. Among those elements cited, "greater student participation" was mentioned by five interviewees, while three more said "greater effort to motivate the student."

In summary, even when the criterion was basic recall, teachers were unable to demonstrate an understanding of the underlying philsophy, objectives and methodology of the new program in language arts.

Support for the Innovation

The second criterion to be used in establishing "degree of implementation" is the extent to which the designated users of the innovation support the innovation as a solution to a perceived problem or situation. Such support, in turn, may be said to consist of the extent to which the designated user: (i) recognizes the existence of a problem or situation necessitating a change; (ii) sees the innovation as a viable solution to that problem or situation; (iii) perceives the characteristics of the innovation in a positive light.[1]

It should be noted that while the foundation of a favourable or unfavourable attitude toward an innovation does not always lead directly or immediately to implementation or rejection, Rogers and Shoemaker (1971) found that there was a tendency "for attitudes and behavior to become more consistent" (p. 112). Thus, the user's disposition toward the innovation is used here as one of a number of indicators in assessing the degree of implementation of a curricular innovation.

The problem. The vast majority of teachers found the previous program in language to be inadequate. Of the 14 teachers who were interviewed, 12 said "yes," they could personally see a need to change the "old" program. By way of explanation, four of these interviewees referred to the general inadequacy of the program, while four others felt there was a need for something new to help motivate students. The lack of specificity in these responses underlines the limitations of global questions.

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[1] The inclusion of "perceived characteristics of the innovation" is designed to compensate for the lack of precision inherent in the two preceding constituent elements of teacher support, which are more global in their scope.

The solution. A majority of the 14 teachers interviewed saw the new program as a viable solution to the deficiencies of the old. When asked: "On the basis of your understanding, to what extent can you see the new Language Arts Program as a viable response to this need," the following teacher responses were recorded:

i.	complete	2
ii.	considerable	6
iii.	some	2
iv.	very little	2
v.	N.A.	2

Attributes. Support for an innovation also consists of the extent to which the designated users perceive the attributes of the innovation in a positive light. Among these attributes are: relative advantage, compatibility, complexity, trialability and observability. These five attributes of innovations were utilized by Rogers and Shoemaker (1971) to explain rate of adoption -- i.e., the relative speed with which an innovation is adopted by members of a social system (p. 157). However, here these attributes are being used to help determine the degree of implementation. To these five attributes the investigator has added a sixth, adaptability -- the degree to which an innovation can be altered (without distortion) to meet localized needs. Using these six attributes of an innovation as the basis for his questions, the investigator, in a series of structured interviews, probed the teachers' perceptions of the new Language Arts Program.

The degree to which an innovation is superior to the ideas it supersedes is called relative advantage. Most of the teachers regarded the new Elementary Language Arts as superior to the old language program. Of the 14 teachers interviewed, 12 said they felt this way. Many of these teachers credited the new program with a greater capacity to motivate students, and no one thought the Department of Education should be exploring alternatives to it.

The degree to which an innovation is consistent with existing values, past experiences, and the needs of the designated user is called compatibility. Teachers were divided in their assessment of the extent to which their teaching role was being changed by the new Elementary Language Arts Program. In response to a direct question, approximately one-third of the teachers interviewed said that with the new program their role had changed to a "considerable extent," one-third said to "some extent" and one-third reported "little" change. However, other data indicate teachers regarded this change as substantial. Of the 14 teachers who responded to the question "in what respect did you feel that you were being expected to change?" all reported a heavier work load and half of them said that under the new program they would have to acquire curriculum development skills. Six teachers saw the need to foster a new attitude toward the teaching of language arts as important, while four said they would have to acquire knowledge of the new program in general and the use of its resource materials in particular.

The degree to which an innovation is relatively difficult to understand and use is referred to as complexity. The vast majority of the teachers of grades two and six taking part in this study found this new Language Arts Program to be complex. To determine their perceptions, teachers were asked to what extent they felt that this new program was difficult to understand and implement. The following responses were recorded:

i.	great	7
ii.	considerable	5
iii.	some	1
iv.	very little	1
v.	not at all	0

The degree to which an innovation may be experimented with on a limited basis is called trialability. Trialability also possesses a psychological dimension concerned with the ability of the designated user to imagine how the innovation is to be utilized. Ten of the interviewees indicated that prior to implementation they had had trouble visualizing just how to make the new Elementary Language Arts Program work.

The degree to which the results of an innovation are visible to its designated users is called observability. Teachers experienced difficulty discerning positive results from the efforts of those teachers who had tried to implement other phases of the program for different grades in previous years. Of the 14 teachers taking part in this case study, only four could recall seeing positive results from the efforts of other teachers. Indeed, five teachers saw negative results and five more did not reply to the question.

The degree to which an innovation can be altered (without distortion) to meet localized needs is referred to as adaptability. The vast majority of the 14 teachers who were interviewed, regarded this innovation as adaptable. Twelve of these teachers reported that this Language Arts Program could be altered to meet the various needs of different students, teachers and communities.

In summary, most teachers found the previous language program to be inadequate and considered the new Language Arts Program to be a viable solution to its deficiencies. But in order to verify this attitude of teachers toward the innovation, a series of more specific questions related to the program's attributes were posed. Teachers found the program high in relative advantage and adaptability. But they also found it high in complexity, while low in trialability and observability. Although opinion was divided on the compatibility of the program, answers to subsequent questions revealed that teachers were aware of a number of significant changes to their role as a result of the new program. In other words, the teachers considered the program to be a good one; but, they gave clear indications that they were not pleased with the prospects of having to implement it.

Utilization of the Innovation

The third criterion used to determine "degree of implementation" in this study is the extent to which the designated users of the innovation have actually utilized the innovation as intended by its developers and/or adopters.

The literature on planned change has long considered "utilization" to be the criterion for determining whether or not adoption of an innovation has been effected. Even for those studies which deal specifically with implementation, such as the work of Gross _et al_. (1971), utilization of the innovation is used to establish whether or not implementation of the innovation has occurred.

In this particular study a distinction has been made between the degree to which the innovation has been implemented and the extent to which it is being utilized at a given point in time. The latter is seen here as merely one of several indicators of the former.

In order to establish the extent to which teachers were utilizing the new program in language arts, the investigator employed a number of data-gathering procedures: teacher interviews, classroom observations and the administration of a questionnaire to facilitators. However, the primary source of data on program utilization was the observation of language arts lessons taught by teachers who were participating in this study.

In formal interviews conducted simultaneously with classroom observation during the months of April and May, 1976, all 14 teachers said that they had tried, at one time or another, to utilize the innovation. Of these, 12 claimed to be currently utilizing the new program with varying degrees of success.

When the facilitators were asked: "To what extent do you think that your teachers are now utilizing the new Language Arts Program in their classes?" the following responses were recorded:

i. complete	0
ii. to a considerable extent	9
iii. to some extent	5
iv. very little	1

v. not at all	0

But the teachers themselves have cast doubt on the accuracy of these assessments in responding to the concluding question in their formal interviews. Teachers were asked: "In summary, to what extent does the way you teach now differ from the way you taught previous to the introduction of this new Elementary Language Arts Program?" The following responses were given:

i. complete	0
ii. to a considerable extent	3
iii. to some extent	6
iv. very little	3
v. not at all	1

These last responses are particularly significant given the substantial different between the old and the new programs. The inconsistency between this and the previous teachers' assessment may be attributed to the difference in wording; the second approach to the issue being more indirect. But more important, this apparent contradiction serves to underline the importance of the investigator actually observing the extent to which the innovation is being utilized by the teachers.

Observation rationale. The value of "utilization," as one indicator of "degree of implementation" ultimately depends upon the extent to which those dimensions of the innovation adjudged to be critical to its full and proper implementation can be operationalized and observed. Because both the philosophy and methodology of the new Language Arts program have been identified as constituting its essence, this point is particularly germane to this case study.

Although the explicit instructional methodology (the diagnostic approach to the teaching of language arts) of the new program may be readily observed, such is not the case for much of its underlying philosophy or rationale. Important philosophic principles which help to give this program its purpose can not be operationalized. However, to the extent that this philosophy can be incorporated into the instructional practices of the teacher, it must be considered part of those criteria by which the investigator establishes the extent to which the innovation is being utilized by those for whom it was intended. Consequently, of the four criteria of utilization distilled from an analysis of the innovation as set forth by the Elementary Language Arts Handbook (1973), the first three arise out of the program's philosophy. The fourth comes from the program's explicit methodology.

The classroom teacher is expected:

1. to provide the child with a great deal of multi-sensory activities including informal dramatics, games, viewing and art as well as listening, speaking, reading and writing (p. 4);
2. to provide for the active involvement of the child in language developing situations (p. 5);
3. to integrate all aspects of the language arts: listening, speaking, reading and writing activities within the lesson (p. 8);
4. to utilize the diagnostic approach in the teaching of the language arts (p. 60).

These criteria do not constitute the entire program, merely that portion which may be operationalized and observed. The extent to which the teachers of grades two and six were utilizing the new program was determined by assessing the extent to which their classroom instruction conformed to each of the operational criteria listed above.

The investigator observed the language arts instruction of 14 teachers -- seven in grade two and seven in grade six -- over a five week period during April and May, 1976. Each of these classroom teachers was observed twice for periods ranging from one-half hour to one and one-half hours at a time.

Although the investigator enjoyed the cooperation of the principals of both schools, it was still necessary for him to acquire the permission of each teacher before observation of that particular teacher could begin. Teachers were told that the investigator merely wanted to see them teach typical lessons in language arts, and that what was observed would be held in confidence. Despite their initial reluctance to do so, all 14 teachers agreed to take part in this portion of the study. Their decision to allow themselves to be observed may be attributed, at least in part, to the efforts of the investigator to gain the trust of these teachers during interview sessions which were held over the preceding months. Principals furnished the investigator with copies of the teachers' timetables and appointments to observe them were arranged with the teachers themselves, usually a day or so in advance.

The mode of observation adopted by the investigator was basically that of "limited interaction" in the classroom. This particular approach is one of five possible observational perspectives described by Schatzman and Strauss (1973). Arranged in a rough continuum, these perspectives include: "watching from outside," "passive presence," "limited interaction," "active control," and "full participant".

Because the teacher was expected to demonstrate the ability to utilize the innovation, the last two perspectives were immediately ruled out. Also, because of the importance and fragile nature of teacher trust, the first perspective, "watching from outside" the classroom, had to be discarded as totally impractical in this instance. The "passive presence" was also eliminated because of its lack of flexibility. Hence, the investigator adopted and pursued an observational perspective which may best be described as "limited interaction." With this approach the researcher engages in minimal clarifying interaction, but does not attempt to direct interaction along channels of his own choosing.

In order to minimize the effect that the observer's presence might have on the teacher's or pupils' behaviour, the following steps were taken. When entering the classroom the investigator made himself as inconspicuous as possible by finding the most obscure corner from which to observe. Taking notes he would briefly outline the content and instructional methodology of the lesson, along with his overall impression. Upon withdrawing from the room, these sketchy notes were rewritten in greater detail and subsequently analyzed according to the broad criteria drafted for this purpose.

While in the classroom, the investigator did on occasion venture from his vantage point to observe the work of the pupils more closely. At the conclusion of the lesson teachers were given the opportunity to make any comments they wished regarding the purpose of the lesson, their choice of materials and their use of instructional procedures.

It should probably be noted at this juncture that the investigator does not regard the reliability of classroom observation as unequivocal. Although probably the most obvious data-collection procedure for determining the extent to which a curriculum innovation is being utilized, this method has two serious limitations: first, as has already been indicated, not all dimensions of an innovation (such as its philosophy or rationale), readily lend themselves to observation. Second, there is some doubt as to whether or not that which is seen to take place during observations is in fact representative of that which normally transpires in the classroom.

This latter point is particularly relevant to this study which clearly illustrates those factors which underline this limitation. Not only were the observations of language arts classes specifically prearranged with teachers, throughout the period during which they were being observed, teachers taking part in this study had continuous access to their facilitators for advice and help in implementing the program. In addition, in teaching those lessons which were observed, grade two teachers made extensive use of the activity units prepared for them by their facilitators over the previous number of months. The successful use of these lesson plans could easily mask a lack of understanding of the innovation and an inability to utilize its methodology unaided.

It would have been desirable for the investigator to have obtained a measure of the reliability of the data gathered by the observer. But to have done so would have necessitated the use of a second observer during these assessment sessions. This was not done for two reasons. First, the teachers had shown a strong reluctance to being observed. Indeed, it was this reluctance which animated their concern over the deployment of facilitators in their classrooms in September. The use of an additional observer could have undermined the rapport which had been developed between the investigator and the teachers over the previous months. Second, because data on the extent of utilization are available from other sources, such as facilitator questionnaires and teacher interviews, there is no need for a second observer to verify the reliability of the data gathered by the investigator.

Data-reduction procedure. The fundamental characteristics of the program have been outlined in four broad operational criteria. The investigator observed two language arts lessons taught by each of the teachers taking part in this study. Following these observations, an analysis was made of the extent to which these lessons conformed to each of these four criteria. Then, using the code: "great" (5), "considerable" (4), "some" (3), "little" (2) and "none" (1), the investigator recorded the extent to which these lessons did in fact meet the criterion in question. The manner in which this evaluation was conducted may best be understood through the following example.

An illustration. On May 4th and 6th, the investigator observed a two part language arts lesson taught to approximately twenty five grade two pupils at Eastside Elementary School. The teacher was young but she had taught for a number of years.

The pupils were first told to listen as a poem dealing with shadows was read to them by the teacher. Then individual children were chosen to act out the poem by creating a shadow on the wall with their hands, using the light cast by an overhead projector. Following that, pupils were asked to cut out puppets of their own design from black paper which they had been given. Placing these puppets on the overhead projector, each pupil told a little story. Many of these stories were amazingly imaginative, causing considerable excitement among the children.

In the second lesson, these black puppets were pasted onto white paper on which the children wrote captions giving a brief account of the story portrayed. Then standing before the class, each pupil took his turn showing his completed puppet and reading the caption he had written. Again, the pupils showed tremendous enthusiasm over their work.

Using the four criteria which were previously identified, an analysis of the foregoing lessons was made with the following results:

1. Rather than merely resorting to rules, drills, grammatical analysis, and classification, this teacher provided her pupils with many opportunities to develop language and thinking through listening, talking, reading, writing, informal drama, viewing and art. For this reason the lesson was rated "great" on this criterion.
2. Pupils in this class were certainly not limited to passively learning about language. They were treated to a wide variety of learning experiences which encouraged their active participation in those language-developing situations which were thereby created. Again, this lesson was rated "great" on this criterion.
3. Within the lessons observed, the teacher did not pursue language alone, but sought to integrate listening, speaking,

reading and writing activities in a broad view of the interrelatedness of the language arts. Therefore, instruction was rated "great" on this criterion.

4. Because these lessons did not evidence any effort to utilize the diagnostic approach to the teaching of language arts, it received a rating of "none" on this criterion. That is, instruction was not based on an analysis of the learning task and the past pupil performances.

Degree of utilization. The concern in this section of the chapter has been with an assessment of the extent to which the new Language Arts Program was being utilized by its designated users during the months of April and May, 1976. Using four criteria representing operational elements of the program philosophy as well as its methodology, the investigator made an analysis of the instructional behaviour of these teachers. Tables 9 and 10 reveal the findings of this analysis.

The first criterion was "to provide the child with a great deal of multi-sensory activities including informal dramatics, games, viewing, and art as well as listening, speaking, reading and writing." Because most language arts programs involve listening, reading and writing, high ratings were reserved for those lessons which provided pupils with a wide variety of additional language learning activities including purposeful talk, informal dramatics, language games, viewing and art.

The second criterion for evaluation was "to provide for the active involvement of the child in language developing situations." By this criterion the teacher was expected to avoid involving the pupil in passively learning about language and seek to provide many real opportunities for children to learn by actually using their language in a wide range of communication situations. The more traditional, passive approach rated a low score. Language arts lessons which afforded children a more active role were given high ratings.

The third criterion was "to integrate all aspects of the language arts: listening, speaking, reading and writing activities within the lesson." While not exclusively associated with the new Language Arts Program, this criterion is important to its implementation. The development of the basic processes of thought and emotion involved in comprehending and composing are common to all listening, speaking, reading and writing activities. Therefore, lessons were rated on the extent to which teachers had been successful in integrating their teaching. For example, a lesson which began with a reading, listening or viewing activity, followed by a group discussion then a related writing exercise or short skit, would be given a high rating. A lesson which limited pupils to one or more than one unrelated activity would receive a low score.

The final criterion was "to utilize the diagnostic approach in the teaching of language arts." This particular approach to the individualization of instruction was fully described in Chapter VI. Because it is largely an instruction planning activity, the use of this diagnostic approach can not be determined through classroom observation alone. Consequently, following each lesson the investigator gave the teacher the opportunity to comment on the purpose of the lesson and the rationale behind the selection of materials and the approaches utilized. If no attempt was made to tailor instruction to individual needs, the lesson automatically received a poor rating on this criterion. However, if instruction had been individualized and discussions with the teacher suggested that she had been utilizing the diagnostic approach, then that lesson would be highly rated.

TABLE 9

Extent to Which the Instructional Behaviour of Grade Two Teachers Conformed to Established Criteria[a]

	Teacher								
Criterion	A	B	C	D	E	F	G	Total	Mean
1. provide the child with a great deal of multi-sensory activities	2	3	2	5	3	4	5	24	3.43
2. provide for the active involvement of the child	3	5	3	5	3	3	3	25	3.57
3. integrate all aspects of the language arts	2	2	2	5	2	3	5	21	3.00
4. utilize the diagnostic approach to language arts	1	1	1	1	1	1	1	7	1.00
Total	8	11	8	16	9	11	14	77	11.00
Mean	2.00	2.75	2.00	4.00	2.25	2.75	3.50	19.25	2.75

[a] Code: 5 = great; 4 = considerable; 3 = some; 2 = little; 1 = none.

TABLE 10

Extent to Which the Instructional Behaviour of Grade Six Teachers Conformed to Established Criteria[a]

	Teacher								
Criterion	H	I	J	K	L	M	N	Total	Mean
1. provide the child with a great deal of multi-sensory activities	2	2	1	1	1	2	5	14	2.00
2. provide for the active involvement of the child	3	2	1	1	2	3	5	17	2.43
3. integrate all aspects of the language arts	5	1	1	1	1	1	4	14	2.00
4. utilize the diagnostic approach to language arts	1	1	1	1	1	1	1	7	1.00
Total	11	6	4	4	5	7	15	52	7.43
Mean	2.75	1.50	1.00	1.00	1.25	1.75	3.75	13	1.86

[a] Code: 5 = great; 4 = considerable; 3 = some; 2 = little; 1 = none.

According to the first criterion, the teacher was expected to provide the child with a great deal of multi-sensory activities, including informal dramatics, games, viewing and art, as well as listening, speaking, reading and writing. Of the 14 teachers observed, few could be said to be utilizing the language arts program's methodology in respect to this criterion. Three teachers were providing these multi-sensory activities to a "great" extent and one to a "considerable" extent. But two teachers were providing them only to "some" extent, five to a "little" extent and three not at all. Using a five point scale, the mean for all 14 teachers on this criterion was 2.71. It should be noted that the performance of grade two teachers (with a mean of 3.43) was considerably better than that of grade six teachers (with a mean of 2.00) on this criterion.

The teacher was expected to provide for the active involvement of the child in language developing situations. An analysis of the data generated from classroom observation reveals that teachers were somewhat more successful in meeting this criterion than they were the first. Nevertheless, only three teachers were providing for the active involvement of the child to a "great" extent. Seven teachers were meeting this criterion to "some" extent, two to a "little" extent and two more teachers were not meeting it at all. On this criterion the mean for all 14 teachers was 3.00, which indicates that, overall, the teachers were utilizing this dimension of the methodology to "some" extent. Again, the performance of the teachers of grade two (with a mean of 3.57), was considerably better than that of the grade six teachers (with a mean of 2.43).

The third criterion refers to the requirement that the teacher integrate all aspects of the language arts: listening, speaking, reading and writing within the lesson. Few of the 14 teachers taking part in this study showed evidence of utilizing this element of the methodology to a substantial degree. An analysis of observation data revealed that three teachers were integrating all aspects of the language arts to a "great" extent, one to a "considerable" extent and one to "some" extent. But four teachers were making "little" use of integration, while five teachers were not integrating the language arts at all. On this particular criterion the overall mean was 2.50, which is lower than that for either of the first two criteria. And once again the performance of the grade two teachers (with a mean of 3.00) exceeded that of the grade six teachers (with a mean of 2.00).

The fourth, and final, criterion refers to the expectation that the teacher utilize the diagnostic approach in the teaching of the language arts. Not one teacher, at either grade level, did anything in his or her classroom that even remotely represented an attempt to utilize this diagnostic approach, as outlined in the Department of Education's Elementary Language Arts Handbook (1973).

In summary, it may be said that in attempting to utilize the new Language Arts Program, teachers were most successful in providing for the "active involvement of the child in language developing situations." But even on this criterion, the mean score was only 3.00 which means teachers were utilizing this dimension of the methodology to "some" extent only. With a mean score of 2.71, teachers were less successful in providing the child with "a great deal of multi-sensory activities." But they experienced even greater difficulty in integrating "all aspects of the language arts," registering a mean score of 2.50. And finally, on the last criterion not a single teacher was found to be utilizing "the diagnostic approach in the teaching of the language arts." With a score of 1.00 on the latter criterion, the overall mean score for all teachers on all four criteria is 2.31. In other words, the extent to which teachers were actually utilizing the new Language Arts Program was "little."

As far as individual teachers' performances are concerned, the mean score[1] for the utilization of all four criteria are given below:

i.	great (5)	0
ii.	considerable (4)	3
iii.	some (3)	3
iv.	little (2)	5
v.	none (1)	3

Competencies for Utilization

The fourth and final criterion to be used in ascertaining "degree of implementation" is the extent to which the designated user of the innovation possesses the competencies (attitudes, knowledge and skills) needed to fully and properly utilize the innovation as intended by its developers and/or adopters. Gross et al. in their 1971 case study, identified a lack of capability (knowledge and skills) on the part of teachers as a circumstance which helped to block implementation of an innovation.

To knowledge and skills the investigator has added another capability or competency, "attitudes;" specifically those attitudes which are considered essential to, or supportive of, the full and proper utilization of an innovation. By establishing the level of teacher

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[1] Scores have been rounded off to the nearest whole number.

"competence" on each of these, it is possible for the investigator to reduce his reliance on classroom observation in seeking to assess the extent to which utilization of the innovation has occurred.

In order to identify precisely which attitudes, knowledge and skills were needed by those teachers who were expected to utilize the innovation, an analysis of the program was made, using the Elementary Language Arts Handbook (1973). In addition, other specific competencies were identified through interviews with teachers and by questionnaires administered to facilitators.

Attitudes. In order to utilize the new Language Arts Program as its developers and adopters intended, the teacher needs to possess a number of attitudes which were not characteristic of the old language program. Although all of these attitudes, identified by the investigator, find their fullest expression in the philosophy of the innovation, each attitude also manifests itself in the goals and methodology of the new program.

1. The teacher must be positively disposed toward the child-centered approach of this program. "The basic focus is on the child as a flexible user of language" (Handbook, p. 1).
2. "It is essential to accept and respect the language that the child brings from home since his estimation of his own worth is tied very closely to his language and to the language of his parents and peers" (Handbook, p. 3).
3. The teacher must be willing to seek the expansion of the child's language primarily through his "active involvement in language-developing situations -- in speaking, listening, viewing, reading and writing, and through informal drama,

mime, photography, art, tapes, interviews, skits -- rather than through passive learning about language" (Handbook, p. 5).

The most direct method of determining the extent to which teachers possessed these attitudes would appear to have been simply to ask them if they agreed with each of these statements listed above. However, throughout the course of this study it became evident that both teachers and facilitators placed a high premium on the implementation of the new Language Arts Program -- in appearance if not in substance. Furthermore, there is some question as to whether or not mere concurrence in these statements really constitutes possession of those attitudes considered essential to program implementation.

Each of these attitudes which permeate the philosophy, goals and methodology of the new program is essentially an "operational attitude." That is, not only are teachers expected to possess these attitudes, they must realize their importance to program implementation and seek to make them an integral part of their instructional practice. Therefore, the investigator has made the assumption that those teachers who are unable to identify those attitudes associated with the program, do not possess them in functional terms.

Degree of competency. The 14 teachers who were interviewed were asked to refer to the attitudes involved in the new program when replying to the question: "Specifically, in what respect do you feel that you are expected to change?" All six teachers who chose to respond to the question vaguely referred to the need for different attitudes toward the teaching of language arts. The investigator sought to verify this apparent deficiency in the teachers' knowledge of the new attitudes required of them by the program through an analysis of related data.

Since each of the attitudes that teachers were expected to possess permeates the new program, an analysis of teacher responses was made to determine how many referred to the attitudes required of them when they were asked to recall whatever elements of the program's philosophy, goals and methodology they could remember. This analysis revealed that, by and large, teachers were not sufficiently familiar with the program to be able to identify the attitudes which were to have been an integral part of their instruction.

In attempting to recall the constituent elements of the underlying philosophy of this program, not a single teacher was able to refer to even one of the three attitudes. On the other hand, in recalling elements of the program's methodology, five of the 14 teachers did allude to the "active involvement" of the learner aspect of the third prescriptive attitude, while three teachers mentioned the multi-media dimension of the same attitude in recalling the goals of the program. Nowhere did teachers indicate an awareness of, let alone a concurrence in, the sentiments expressed by the other two attitudes.

Additional data from other portions of the teacher's interview schedule seems to confirm that teachers were not conscious of these prescribed attitudes, or, if they were, they really did not possess these attitudes themselves. This was best illustrated when 11 out of the 14 teachers who were asked if they could personally see any disadvantage to the new text, complained of "not enough exercises." Apparently the new program's emphasis on the active participation of the child in a variety of multi-media activities had somehow escaped them.

Consequently, it is safe to assume that these teachers who failed to appreciate the importance of these operational attitudes to program implementation, did not make them an integral part of their instructional behaviour.

Knowledge. The full and proper utilization of the new Language Arts Program requires teachers to possess certain knowledge. The investigator identified these items of knowledge through teacher interviews, facilitator questionnaires, and an analysis of the innovation itself.

Both facilitators and teachers were in accord on the importance of teachers having a "clear understanding of the basics of language to be taught at each grade level." Twelve of the 14 teachers who were interviewed regarded this as "extremely" important, the other two teachers said it was of "great" importance. For their part, 12 of the 15 facilitators who completed questionnaires indicated that they considered a clear understanding "extremely" important; the remaining three thought it was of "great" importance.

An examination of the Elementary Language Arts Handbook (1973) by the investigator, helped to identify three other items of knowledge which teachers would be expected to know if they were to possess the competencies needed to utilize the program as intended. The program's goals, its curriculum model of communication and its diagnostic approach to the teaching of the language arts were all identified as aspects of this innovation about which teachers would need to have specific knowledge.

Therefore, in order to successfully utilize the new Elementary Language Arts Program the teachers must have a knowledge of the following:

1. the goals or major objectives of the program as explicitly stated (Handbook, pp. 12-13);
2. components of the program's curriculum model of communication:
   - a) individual (child) - development (Handbook, p. 9)
     - characteristics (Handbook, p. 9)
   - b) communication - language growth patterns (Handbook, pp. 10, 39-42)
     - language learnings (Handbook, pp. 10, 43-57)
   - c) curriculum - curriculum experiences (Handbook, pp. 12, 59-60);
3. the diagnostic approach to the teaching of the language arts (Handbook, pp. 60-64);
4. the basic skills of language to be taught at one's grade level (Teacher's Interview Schedule, question 95(a), Facilitators' Questionnaire, question 10).

Degree of competency. Data on the extent to which teachers possess the knowledge needed to fully and properly utilize the innovation came from teacher interviews and facilitator questionnaires. First, an assessment of the teachers' knowledge of the explicitly stated program goals was based on the teachers' ability to recall these goals when specifically asked to do so during interviews. Of the 14 teachers interviewed, only three could recall, in even the vaguest of terms, any of these goals. And not one of these three teachers could recall more than one of these major program objectives.

Second, to ascertain the teachers' knowledge of the program's curriculum model of communication (and its diagnostic approach to the teaching of language arts), responses to interview questions dealing with the program's philosophy, goals and methodology were used. Not a single teacher even mentioned individual development or individual characteristics of the child as factors in the new program, let alone those elements which make up these two factors which are so critical to this model of communication.

Of the seven language growth patterns listed in the curriculum model for communication, only two of these were recalled by teachers. Two of the 14 teachers mentioned the "active to oral to written" pattern, and one teacher thought of the "concrete to abstract" growth pattern.

Under language learnings, the "active role of learner" was the only item mentioned by teachers. Three teachers referred to this as "student participation," which is given greater emphasis in this new program.

As for curriculum experiences, several items (listening, reading, speaking and writing) listed under the "receiving" and "expressing" categories were brought up by four teachers during interviews which dealt with their understanding of the philosophy of the program. No one mentioned any item under the "processing" category. Indeed, none of these three categories was ever directly addressed by a teacher.

Third, the diagnostic approach to the teaching of the language arts, so critical to the individualization of instruction, was not mentioned by a single teacher in responding to any interview question.

Fourth, to determine the teachers' knowledge of the basic skills of language to be taught at each grade level, data from teachers' interviews were utilized. Even after the introduction of the grade two activity units or lesson plans, eight of the 14 teachers (including four in grade two), denied having a clear understanding of these basic skills for their grade level.

In summary, the teachers of grade two and six who took part in this study displayed a serious deficiency in their knowledge of that information identified as being essential to the full and proper utilization of the new program in language arts.

Skills. In order to utilize this new Language Arts Program the teacher needs to possess a number of skills. Of those skills identified by the investigator, the first three have their origin in the very nature of the innovation and have been set out in the Elementary Language Arts Handbook (1973). The teachers must have the skills needed to present a wide variety of multi-sensory activities, to integrate all aspects of the language arts, and to pursue the diagnostic approach to the teaching of the language arts.

While not arising out of the nature of the innovation itself, two additional skills, which teachers must possess, were identified by the investigator. The importance of teacher skill in curriculum development and in the proper use of the new language arts textbooks emerged from a study of responses to the facilitator's questionnaire and the teacher's interview schedule.

To fully and properly utilize this new Elementary Language Arts Program, teachers must possess skill in curriculum development according to both the teachers and their facilitators. When asked in what respect they felt that they were being expected to change by the implementation of this program, exactly one-half of the teachers taking part in the study said they would have to acquire curriculum development skills. This response was recorded after the introduction of grade two activity units, with three grade two teachers and four grade six teachers taking this view.

All 15 facilitators said they thought the full implementation of this new Language Arts Program, without the aid of activity units or lesson plans, would require that teachers become curriculum developers. All 15 facilitators went on to say that this notion was unrealistic because of "insufficient time on the part of the teacher." In addition, 13 out of 15 facilitators felt that this program could not be taught without the further development of the content found in the teacher's guide to the text.

The textbooks recommended by the Department of Education for use with this new program in elementary language arts, were chosen because they reflect the general philosophic orientation of the program. But 12 of the 15 facilitators went even further, saying that they personally tended "to associate the new Language Arts Program with its textual materials." In fact all of the facilitators thought it was important that teachers attend in-services in the proper use of a new textbook before trying to use it on their own. Of these facilitators, 10 said this was "extremely important," three considered it of "great importance" and two found it "moderately important" that this be done.

Thus, if the new Elementary Language Arts Program is to be successfully utilized by teachers, they must possess the skills needed:

1. to present a wide range of multi-sensory activities involving the child in speaking, listening, viewing, drama,

mime, photography and art. (Handbook, pp. 12, 59-60);

2. to integrate all aspects of the language arts: listening, speaking, reading, writing, viewing, etc. (Handbook, p. 7);
3. to utilize the diagnostic approach in the ~~teaching~~ of the language arts. (Handbook, pp. 60-64);
4. to develop curricula in language arts. (Teacher's Interview Schedule, question 55; Facilitator's Questionnaire, question 57);
5. to utilize the new textbook in the manner intended by its developers. (Facilitator's Questionnaire, question 63).

The most ideal way to determine whether a person possesses a particular skill or ability would be to isolate that skill and require the individual to demonstrate its use to a standard previously established. But when a large number of rather complex and interrelated instructional skills are involved, this procedure is clearly unmanageable, if not completely impossible. Furthermore, mere possession of a given skill is insufficient; the teacher must be aware of the importance of that skill to the proper utilization of the innovation.

Most of the skills which teachers would need to possess in order to utilize a curricular innovation are likely to be associated with its instructional methodology, and as such teacher competency can clearly be demonstrated. Of the five language arts skills listed above, the first three fall into this category. Therefore, the extent to which teachers possess these skills, which are an integral part of the Elementary Language Arts Program, was assessed through the use of classroom observation. Data for this came from the previous section of this chapter which dealt with "utilization of the innovation."

The remaining two skills which teachers must possess if utilization of the innovation is to take place are the ability to utilize the new textbook and skill in curriculum development. Unlike the first three skills, these two are not an integral part of the Language Arts Program itself. Therefore, the extent to which teachers possess these two skills was assessed solely on the basis of data gathered from teacher interviews and facilitator questionnaires.

Degree of competency. As indicated in the previous section of this chapter, which dealt with utilization of the innovation, teachers were able to demonstrate only "some" skill in presenting a wide range of multi-sensory activities. Furthermore, they were even less successful (albeit slightly) in integrating all aspects of the language arts. But when it came to the diagnostic approach in the teaching of the language arts, not only were teachers totally unable to demonstrate any skill, interviews with them revealed that they were completely unaware of this skill which is also an important element in the new program itself.

The fact that teachers lacked skill in curriculum development has been clearly established by both the teachers and their facilitators. And, despite the breadth of their experience with both the new Language Arts Program and efforts to implement it, the teachers did not acquire this particular skill during the 1975-1976 academic year. According to the facilitators, teachers were not given in-service sessions to equip them with the skills of curriculum developers. Nor did facilitators' consultation and demonstration lessons significantly alter the teachers' ability in this regard. Indeed, the creation of grade two activity units by grade two facilitators was an attempt to render the program into a form which would prove less demanding for teachers in terms of curriculum development.

Data generated from teacher interviews and facilitator questionnaires clearly indicate that teachers lacked whatever skills would be needed to properly utilize the new textbook. Although facilitators had been unanimous in their belief that teachers ought to be in-serviced on the proper use of the text, all 14 teachers reported that this had not taken place. What is more, all 14 teachers admitted that they had not read through the teacher's manual which accompanies the child's textbook. Therefore, when asked: "To what extent do you depend on the new language arts textbook for the teaching of language arts in your class?" it was not surprising that the following teacher responses were recorded:

i.	completely	0
ii.	to a considerable extent	3
iii.	to some extent	2
iv.	very little	7
v.	not at all	2

Both classroom observation and unobtrusive observations (e.g., the noted "mint" condition of the children's text books) supported the conclusion that the textbook was not being used by classroom teachers.

In summary, the teachers of grades two and six who took part in this study did not possess the competencies (attitudes, knowledge and skills) considered essential to the full and proper utilization of the innovation.

Summary

The purpose of this chapter has been to establish the actual degree to which the teachers of grades two and six were implementing the new Language Arts Program at Eastside and Westside schools during April and May of 1976. Defining implementation as the extent to which the teachers understand the innovation, support its use, are utilizing it and possess the competencies needed to utilize it on a continuous basis, the investigator analyzed data gathered from teacher interviews, facilitator questionnaires and classroom observations. The results of this analysis proved that teachers were not implementing the program as intended by the developers and formal (official) adopters.

First, even when the criterion was basic recall, the teachers were unable to demonstrate an understanding of the underlying philosophy, objectives and methodology of the new program in language arts.

Second, as far as support for the program was concerned, the teachers considered the Language Arts Program to be a good one but clearly indicated that they were not pleased with the prospects of having to implement it.

Third, direct classroom observation by the investigator revealed the fact that the teachers were utilizing the new program to a "little" extent.

Fourth, the teachers of grades two and six who took part in this study did not possess the competencies (attitudes, knowledge and skills) considered essential to the full and proper utilization of the innovation.

It should be noted in conclusion, that the investigator was unable to determine any significant difference in the degree to which the teachers of Eastside and Westside schools were implementing the new Language Arts Program during the Spring of 1976. Indeed, an analysis of the data indicates that school size (Westside was nearly twice as large as Eastside) had no appreciable affect on the degree to which the innovation was being implemented by the teachers of each school. However, the larger size of the teaching staff at Westside School was believed to have had a negative impact on group cohesiveness, which is itself a determinant of implementation.

CHAPTER X

SUMMARY, CONCLUSIONS, IMPLICATIONS AND RECOMMENDATIONS

Introduction

This chapter, which represents the distillation of this case study, has five major sections. The first part of the chapter contains a summary of the study, including: the problem the research design, how the study was conducted and its findings. In the second section, the author presents his conclusions which are essentially his interpretation of the study's findings. Finally, in three separate sections of this the last chapter, the author deals with the implications of these findings for practice, theory and further research.

Summary of the Study

This study has been concerned with the implementation phase of the change process. Although the failures of many educational innovations have been attributed most recently to problems associated with implementation, very little is known about this phenomenon.

This case study has examined a fairly elaborate strategy devised by a school system to ensure the implementation of a new Language Arts Program in the classrooms of approximately 170 teachers of grades two and six in over 60 schools. But the focus of this case study has been the degree to which 14 of these teachers in two schools were implementing this innovation in the Spring of 1976, and those factors which account for this degree of implementation.

The problem. This study was designed to identify those factors whose dynamics determine the degree to which an authority-adopted innovation is actually implemented by its designated users. To this end the following research questions were posed:

1. What are those objective attributes of the innovation which contribute to or militate against its full and proper implementation by its designated users?

2. What are those characteristics of the user systems which contribute to or militate against the full and proper implementation of the innovation by its designated users?

3. What are those components or effects of the implementation strategy which contribute to or militate against the full and proper implementation of the innovation by its designated users?

4. To what degree was this officially-adopted innovation actually being implemented by its designated users at a given point in time?

Research design. With a new and more comprehensive definition of implementation the investigator sought to establish the degree to which a new program in elementary language arts was being implemented by its designated users, the teachers of grades two and six, during the Spring of 1976. According to this definition of implementation, the designated user has to:

1. understand the innovation and how it is to be utilized;
2. support the innovation as the answer to a perceived problem, and be motivated to utilize it personally;
3. actually be utilizing the innovation as intended by its

developers and/or official adopters;

4. possess the competencies (attitudes, knowledge and skills) needed to utilize the innovation on an on-going basis.

Using a tentative conceptual framework generated from previous case studies and writings in the literature on planned change, the investigator sought to identify those factors which were responsible for the degree to which the program was actually being implemented by the teachers concerned. Opting for a limited scope case study approach, the investigator focused on two schools for an intensive examination of their experience with this implementation effort. Eastside and Westside Schools were chosen because, although they shared the same general neighbourhood, the former was perceived to be much more successful in implementing the new program than was the latter. The obvious question was "why?"

Conduct of the study. The study has three interrelated areas of concern: the innovation, the user system and the implementation strategy which was utilized by the school system.

In order to establish the essence of the new program, the investigator made a fairly detailed document analysis of the Elementary Language Arts Handbook (1973) (see Chapter VI). Clarification interviews were held with three members of the curriculum committee responsible for preparing this handbook as well as with language arts specialists at the University of Alberta, the Alberta Department of Education and the Edmonton Separate School System. The Consultant in Language Arts for the Department's Edmonton Regional Office, who was responsible for dissemination of the program in the surrounding rural areas, was also interviewed.

He had at his disposal video tapes on the new program which had been prepared by the Department of Education for the in-service training of teachers. These tapes were viewed by the investigator.

Assuming the role of a non-participant observer, the investigator spent four months in the field visiting Eastside and Westside schools virtually on a daily basis. The purpose of this portion of the study was to examine these two user systems and determine the degree to which they were implementing the innovation in the Spring of 1976. To this end, general observations of the school routine and inter-staff relations were made. In addition, the investigator utilized a teacher-oriented classroom observation schedule in each of the grades two and six classrooms. Other aspects of implementation were studied through both informal and formal interviews held with these teachers and their school principals.

Data on these user systems were also gathered from sources external to the school. The Director of Curriculum, the Project Coordinator, and the two facilitators responsible for helping teachers in these schools were all interviewed by the investigator.

The strategy which was actually being utilized to ensure the implementation of the new Elementary Language Arts Program was examined in order to determine the goals, constituent components and their objectives. This was essentially a study of the design or intent of the strategy, carried out largely through an analysis of project documents: chiefly, the P.I.P. proposal to E.O.F. and internal memoranda of the school system's administration. Clarification interviews were held with the Director of Curriculum, the former Project Director and the current Project Coordinator.

These same project personnel were also interviewed concerning the deployment or execution of this implementation strategy. The facilitators discussed this same topic with the investigator and completed a questionnaire which examined P.I.P. In addition, the investigator made a study of the various components of this implementation strategy: attending in-service workshops; visiting the resource centres; and examining activity units, in-service handouts, language arts games, the new textbook series, the Elementary Language Arts Handbook (1973) and the project's evaluation forms. Extensive information on the operationalization of P.I.P. came from formal teacher interviews as well.

Findings. The research concern of this study was twofold: to determine the degree to which the teachers of grades two and six were actually implementing the new Language Arts Program in the Spring of 1976 and to identify factors whose dynamics account for this degree of implementation. The latter are discussed here in response to the first three research questions which deal with the innovation, the user systems and the implementation strategy.

Objective attributes of the new Elementary Language Arts Program (the innovation) indicate that:

1. it is a good program highly rated on both relative advantage and adaptability;

2. it is difficult for most teachers to implement, high in complexity while low in compatibility, trialability and observability.

The characteristics of Eastside and Westside Schools (the user systems) indicate that these organizations were not prepared for the implementation of a curricular innovation such as the new language

Arts Program.

1. The supervisory styles of the school principals did not support program implementation.

2. Among those organizational arrangements which impeded implementation were:

   (a) the failure on the part of the principal of Eastside School to distribute program documents;

   (b) problems hiring substitutes for teachers who were to attend in-service sessions.

3. A low level of teacher trust in authority created a communications barrier between teachers and project officials.

4. Teachers had a negative disposition to curricular innovation.

5. Group cohesiveness at Eastside School only accentuated resistance to program implementation.

6. Prior to the deployment of P.I.P., the teachers of grade two and six were not favourably oriented to program implementation.

7. The teachers' lack of support for the innovation was due to:

   (a) a lack of teacher support for the process by which the program had been adopted (i.e., no needs assessment, piloting and evaluation of the program or participation by teachers in its adoption);

   (b) teachers did not understand the implementation strategy (P.I.P.) or support the use of facilitators, in particular;

   (c) teachers associated the Language Arts Program with the negative experience that they had had with a similar program in Social Studies;

(d) the teachers of grades two and six had had negative vacarious experiences with the Language Arts Program through the teachers of other grade levels.

(e) the teachers' early attempts to utilize the new Language Arts Program on their own had been negative.

With the exception of grade two activity units (lesson plans) which were found to be very effective, the following factors associated with P.I.P. (the implementation strategy) had a negative impact on efforts to implement the Language Arts Program at Eastside and Westside Schools.

1. There was no clear operational description of the implementation strategy, including goals, objectives and priorities.

2. Because the Project Coordinator was also the Supervisor of Elementary Language Arts

(a) facilitators did not receive the amount of direction that they felt they needed from a full-time coordinator;.

(b) the coordinator was seen as a evaluator -- making her seem less approachable to teachers when problems arose.

3. Although a specialist in language arts, the Project Coordinator lacked the expertise required to supervise the implementation of a complex curricular innovation.

4. Because there had been no systematic approach to the recruitment and selection of teachers to be trained to serve as language arts facilitators, these facilitators lacked credibility in the eyes of the teachers.

5. The facilitators' level of interest, professional experience and academic training did little to qualify them for their job.

6. The orientation program which was to have prepared facilitators to carry out their duties proved to be inadequate.

7. Facilitators experienced considerable difficulty trying to find time to hold consultation sessions with their teachers.

8. With the exception of facilitator services and activity units, teachers said that little or no consultation time had been taken to discuss various aspects of the Language Arts Program or P.I.P.

9. The demonstration lesson was not a suitable means for presenting the diagnostic approach to the teaching of language arts.

10. Demonstration lessons were taught largely in isolation from what the regular classroom teachers happened to be doing in language arts at the time.

11. Demonstration lessons were largely unrealistic in terms of the amount of preparation time involved and the time taken to teach them.

12. Teachers found their in-service training of little or no value in helping them to understand the Language Arts Program: its philosophy, objectives and methodology. Nor did it help them to utilize those elements of P.I.P. originally designed to assist them in implementing the new program.

13. The first in-service failed to establish a foundation upon which teacher understanding of and support for the program could be built.

14. Because the first in-service was held so late in the school year, teachers were not fully aware of the role and proper use of the facilitators before the latter began to visit the schools.

15. Teachers did not utilize the language arts resource centres as had been intended because they found them somewhat inaccessible in terms of both distance and times available.

16. Resource materials brought to the teachers by their facilitators were not found to be relevant to what the teachers were doing in their classrooms at the time.

17. Although a departure from the original plan, grade two activity units were considered to be very valuable to program implementation by the teachers of grade two.

18. Many teachers had not received important program documents: the Elementary Language Arts Handbook (1973), and the Program of Studies for Elementary Schools (1975).

19. Largely because they were unhappy with the new language arts textbook and the process by which it had been chosen, teachers were utilizing The World of Language to a limited extent only.

20. Efforts to carry out an adequate internal evaluation of P.I.P. were thwarted by a communications barrier between subordinates and superiors and by evaluation instruments which were decidedly inadequate.

The teachers of grades two and six at Eastside and Westside Schools were not implementing the new Language Arts Program to any appreciable extent during April and May of 1976.

1. Teachers were unable to demonstrate an understanding of the underlying philosophy, objectives and methodology of the new program.

2. Teachers considered the Language Arts Program to be a good one but they were not pleased with the prospects of having to implement it.

3. Teachers were observed to be utilizing the new program only to a limited extent.

4. Teachers did not possess the competencies (attitudes, knowledge and skills) considered essential to the full and proper utilization of the innovation.

Conclusions

Limited inferences were drawn from the findings of this study because it was descriptive in nature. Nevertheless, certain conclusions may serve as a basis for further research.

Authority adoption. The findings of this case study have shown once again that because an innovation has been adopted by organizational authorities does not mean the innovation will be implemented (fully and properly) by its designated users.

The concept of implementation. Implementation is the internalization of an innovation by those designated users who understand it, support it, and are utilizing it and possess the competencies (attitudes, knowledge and skills) needed to utilize it on a continuous basis. This more comprehensive conceptualization makes it possible to verify the mere utilization of an innovation with data which seem to be predictive as well as descriptive.

The dynamics of implementation. Factors which facilitate or limit the degree to which an authority-adopted innovation is implemented fall into three broad categories: first, the objective attributes of the innovation; second, the characteristics of the user system -- the designated users, the organization, its administration and clientele; and third, the strategy actually being utilized to effect implementation. The interaction between factors related to the innovation and its user systems constitute the magnitude and the nature of the implementation task. It is with respect to this task that the appropriateness and ultimately the effectiveness of the strategy utilized for program implementation can best be judged.

However, the innovation and the user systems do not have as "givens." Each may in its own way be subjected to deliberate manipulation in order to increase the fidelity of implementation. For example, prior to the deployment of any implementation strategy, the user system may be upgraded to make it more compatible to curricular innovation in general. Or, the innovation which has been officially adopted may be adapted to the known specifications of its user system.

But in this study neither the innovation nor the user systems have been modified to facilitate program implementation, prior to the deployment of P.I.P. That is, whatever attempts were made to alter the Language Arts Program at Eastside and Westside Schools are regarded here as integral parts of the Program Implementation Process. Therefore, in the final analysis, it is the implementation strategy which is responsible for the degree to which the curricular innovation is being implemented by its designated users. The effectiveness of the Program Implementation Process may be traced in turn to its design and execution by project decision-makers.

Designing the strategy. The design of P.I.P. (its goals, tactics and their objectives) was not based on an analysis of the interrelationship between the new Language Arts Program and the

Eastside and Westside Elementary Schools. Consequently, this strategy failed to promote the positive features of the innovation (high relative advantage and adaptability) as justification for the very real personal difficulties which teachers were going to have to experience in trying to implement it. For had teachers been made aware of just how much better the fully operational new program would be in meeting the needs of their pupils, they might have been better prepared to accept the significant changes in their own instructional roles.

An analysis of the Language Arts Program would also have revealed its negative features. Because it was high in complexity while low in compatibility, trialability and observability, most teachers would have trouble implementing it. But the teachers of Eastside and Westside compounded this task by their negative disposition toward curricular innovations, accentuated at Eastside by a high level of group cohesiveness. The low level of teacher trust in authority made the problem of overcoming their lack of orientation (particularly their resistance) to the new program extremely difficult. Furthermore, had project management examined the two schools beforehand they would have found the non-supportive supervisory styles of the principals to be a barrier to program implementation. The failure of P.I.P. to address itself to these realities is evidenced in the lack of purpose, priorities and precision in the design of this implementation strategy.

A second major defect in the design of P.I.P. was the lack of a clear statement of the goals, objectives and priorities of the Program Implementation Process to be found in any of the documents.

Consequently, when it was operationalized, there was a preoccupation with instructional materials at the expense of more fundamental concerns such as the teachers' understanding of, and support for the new Language Arts Program.

In addition to no clear statement of the goals of P.I.P., there was also no clear operational description of the constituent elements of this strategy, together with a statement of the objectives of each. Of course, the project proposal to E.O.F. and other internal memoranda did make reference to various tactics (e.g., facilitator-teacher consultation) but never in clear operational terms with specified objectives.

Without a clear statement of goals and objectives, implementation is difficult but evaluation of the effectiveness of the implementation strategy (and its constituent tactics) is virtually impossible. In fact, there was no viable procedure for the evaluation of P.I.P. Each of the instruments used in the internal evaluation of P.I.P. had at least one of the following serious defects, identified by the investigator:

1. a lack of sensitivity to the teachers' feeling of insecurity;
2. failure to represent adequately the essence of the new Language Arts Program;
3. structural flaws which created ambiguities and other problems;
4. failure to identify the specific components (tactics) of P.I.P. which might have contributed to program implementation.

In the absence of a good internal procedure for the formative evaluation of P.I.P., shortcomings in both the design and execution of this implementation strategy could not be detected and overcome by project decision-makers during the implementation process. As a consequence, for example, project officials were under the mistaken impression that Eastside School was successfully implementing the new program in language arts while Westside was not. In fact, the investigator found no significant difference between the schools on this point. The teachers of Westside School were simply more outspoken in their criticisms of the program than were those at Eastside.

Operationalizing the strategy. Quite aside from deficiencies in its design, the execution of P.I.P. lacked the constant supervision which was required if the new program in language arts were to be implemented. First, the Project Coordinator was not a full-time position because of budgetary considerations. Secondly, the Coordinator in this instance was also the Supervisor of Elementary Language Arts for the school system. The resulting role conflict deepened the teachers' mistrust of authority and actually undermined the implementation effort. Third, although highly qualified in both the subject and grade areas, the Project Coordinator did not possess the training needed to supervise the implementation of this complex innovation in over 60 schools.

The language arts facilitators who were directly responsible to the Project Coordinator also had difficulties carrying out their duties. As change agents these teachers lacked the competencies and credibility needed to help their fellow teachers implement the new program. This situation may be attributed to an inadequate facilitator selection process as well as to deficiencies in the program designed for the orientation of facilitators.

With inadequate supervision, and facilitators who lacked the competencies required of change agents, it was not surprising to find a lack of precision in the sequencing of tactics within the implementation strategy. For example, the first teacher in-service was not held before the language arts facilitators had been sent out to the schools. Consequently, classroom teachers did not understand the role of their facilitators or how to make use of their services when they first appeared in their classrooms.

Not only can tactics be deployed too late, they can also be utilized too early, creating a pre-emptive effect which can be counter-productive to the goal of program implementation. To illustrate: the distribution of new textbooks and the attempt by teachers to utilize them on their own, without waiting for in-service training, proved to be an unhappy experience for them. The result was a loss in initial teacher support for the textbook and the program with which it was to have been used.

But the proper utilization of an implementation strategy requires more than precision. It is often necessary to make certain organizational arrangements to ensure its proper deployment. Failure to make such needed adjustments may not only cut down on the efficiency of the implementation strategy, it could also prove to be counter-productive. The lack of effectiveness of P.I.P. can be attributed, in part, to this failing, which is illustrated here:

First, because no fixed time was arranged for facilitator-teacher consultation, these interviews, which were invariably held on the teacher's "free" time, were regarded by teachers as an imposition. This, of course, contributed to a loss of teacher support for the implementation effort, if not for the program itself.

Second, language arts resource centres were designed to be utilized by the classroom teachers. But their location and the hours that they were available to teachers made them largely inaccessible.

Third, the most complete explanation of the new program was to be found in the Elementary Language Arts Handbook (1973). But project officials failed to ensure that all teachers had received this publication.

Fourth, poor communications is a common example of faulty organizational arrangements. When grade two facilitators began to work on their activity units, their visits to the schools had to cease. Through an administrative slip-up, some schools were not informed right away. The investigator found that this had done further damage to the credibility of P.I.P., particularly the role of the facilitator.

Implementation tactics. This study of P.I.P. not only revealed shortcomings in this implementation strategy, it also suggested alternative tactics which are likely to be more fruitful under similar circumstances. Both are considered here.

First, because facilitator-teacher consultation was not based on observation of the teacher, and because the demonstration lesson proved inappropriate as a method of showing teachers how to utilize the diagnostic approach to the teaching of language arts, an alternative to both was sought. Facilitators thought that a joint planning and team teaching arrangement with their teachers would be more effective. This would have the added feature of increasing the likelihood that resource materials brought out to the teachers by the facilitator would be relevant to what the teachers were doing in their classes. But whatever the arrangement, teachers have to have built into their schedules, a fixed period of time to consult with their facilitator on matters related to implementation of the innovation.

Second, aside from their orientation program proper, facilitators might have been better prepared to carry out their duties under P.I.P. had they been given the opportunity to meet with facilitators from previous years, in September. This would have helped the facilitators come to terms with their own job descriptions and helped to sensitize them to the issues and problems that they were to face.

Third, one of three in-service days funded under P.I.P. was taken up with the making of language arts teaching games. One has to question the desirability and overall efficiency of allocating this much time, energy and money to the preparation of instructional materials. According to budgetary projections contained in its proposal to the Educational Opportunities Fund, the school system would have to pay out $5,333.33 in E.O.F. funds to hire substitutes for 170 teachers so that the teachers of grades two and six could attend a one-day in-service to make these games. But more important, the teachers who were going through this exercise lacked a clear understanding of the program for which these materials were intended.

Fourth, activity units (lesson plans) which were prepared by grade two facilitators, proved to be a time-saving link between theory and practice. The investigator found that understanding of and support for the new Elementary Language Arts Program among the teachers of grade two were positively affected by the use of these activity units in the Spring of 1976.

The creation of activity units was necessitated by the use of a new language arts book which, the vast majority of facilitators agreed, would require the further development of the contents found in the teacher's guide to this text. But clearly most classroom teachers lacked the training in curriculum development and language arts that they would need. Indeed, it is totally unrealistic to require the elementary school teacher, who is already expected to be a jack-of-all-trades for the wide range of subjects that she teaches, to become a master of language arts and, by extension, a master of all those subjects for which she is currently responsible. In addition, given the present demands being made on their time, it is equally unreasonable to expect teachers to engage in the time-consuming and demanding task of curriculum development for which they have neither the time nor the training.

Fifth, facilitators, for their part, would have been much better prepared to do their job had they simply taken a course on the new Language Arts Program, offered by the University of Alberta. By utilizing such an existing resource, facilitators would have at least understood the program before attempting to help others with its implementation.

Implications for Practice

This study has important implications for the preparation of schools for curriculum innovation, the adoption of innovations, adapting innovations to specific user systems, and designing and operationalizing the implementation strategy.

Preparing for curriculum innovation. Much can be done by school board officials to upgrade the capacity of schools to absorb the ever increasing flow of curricular innovations.

1. The quality of educational leadership at the school level ought to be raised by appointing principals with the interest, training, experience and demonstrated ability needed to pursue a constant improvement of curricula and classroom instruction.
2. Norms which prize innovativeness, curriculum planning, professional development and collaborative behaviour among school personnel ought to be cultivated by having these goals reflected in teacher supervision forms, incentive grants, staff promotions and sabbatical leave awards.
3. Organizational arrangements needed to facilitate the communication of curricular-related information from outside the school to teachers ought to be made. (e.g., focused in-service sessions)
4. The development of an incentive system designed to encourage tenured teachers to upgrade themselves to teach specific new programs should be explored by teacher licensing authorities, department of education, teacher associations and school boards.

Much can be done within the school unit to raise the level of innovative preparedness among the teachers and administrators.

1. The school principal should exercise a collaborative supervisory style which inspires trust, encourages joint decision-making and innovativeness among teachers and between teachers and administrators.

2. Organizational structures (e.g., standing committees) could be developed which:

   (a) involve teachers in an on-going evaluation of curricula;

   (b) expose teachers to new curriculum guides, proposed programs, textbooks and other materials;

   (c) keep teachers abreast of developments in their fields.

3. Because group cohesiveness is important to many innovative enterprises, efforts should be made to cultivate cohesiveness through rewarding joint-ventures, professional development activities and even social events.

4. On-going communication is extremely important to the implementation of curricular innovations. Such two-way communication should be structured through regularly scheduled staff meetings, curriculum meetings and staff memoranda.

5. Teachers should be encouraged to volunteer to pilot new programs, textbooks and materials.

6. School-based curriculum expertise should be developed by allocating subject-grade leadership responsibilities to teachers who possess the interest, background and/or training. These teachers would be expected to familiarize themselves with the latest developments in their area of responsibility, pilot new materials,

report to their fellow teachers and generally be the leading edge of curriculum innovation.

The adoption process. Clearly the problems associated with the implementation of curricular innovations have important implications for the process by which they are adopted.

1. Officials responsible for the authority-adoption of innovations ought to look beyond the relative advantage of proposed innovations (the extent to which they are superior to that which they are intended to replace) and weigh the magnitude of the implementation task before making the decision to adopt.

2. If an authority-adopted innovation is to have credibility in the eyes of its designated users, then the process by which it is adopted ought to be a systematic one: based on a comprehensive needs assessment, piloting, evaluation and involving the participation of the designated users in so far as that is possible.

Adaptation of the innovation. Because the implementation task is essentially a function of the fit between the objective attributes of a particular innovation and the characteristics of the user system, efforts to make the innovation more compatible with the known characteristics of the user system ought to be made before the actual implementation process begins. However, care has to be taken to make sure that adaptation does not result in a distortion of the innovation.

Designing the strategy. An implementation strategy may prove to be ineffective because of deficiencies in its design. Steps can be taken to prevent this from happening.

1. Ample lead time is required for the careful planning of an

implementation strategy.

2. The design of an implementation strategy (its objectives and tactics) must be based on an analysis of the interrelationship between the objective attributes of the innovation and the characteristics of its intended user system(s).

3. There must be a clear statement of the goals, objectives and priorities of the implementation strategy.

4. There must be a clear, operational description of the constituent elements or tactics of this strategy, together with a statement of the objectives of each.

5. There ought to be an accurate procedure for an on-going internal evaluation of the effectiveness of each constituent part of the implementation strategy.

Operationalizing the strategy. No matter how carefully an implementation strategy has been designed, it may still fail because of problems associated with its deployment. Therefore steps must be taken to avoid known pitfalls.

1. The leadership of a curriculum implementation project must include expertise or special knowledge of the following:

(a) curriculum project management;

(b) the subject area;

(c) the user system(s).

2. The project director or coordinator and other change agents (e.g., facilitators) must possess the competencies and credibility needed to perform their respective duties.

3. There must be adequate supervision of the implementation effort.

4. The project leadership and its change agents must establish a collaborative relationship with the designated users of the innovation and their client systems (pupils, parents, etc.).

5. Because of its importance in establishing the foundation upon which is built the designated users' understanding of and support for the innovation, the first formal contact with the innovation must be carefully planned and carried out.

6. Care must be taken to guard against the possibility of a pre-emptive negative exposure to the innovation by its designated users.

7. Those administrative arrangements required to facilitate the full and proper deployment of the implementation strategy ought to be made.

8. There must be precision in the sequencing of the various tactics within an implementation strategy.

9. An implementation strategy ought to make use of existing resources in so far as possible.

Implementation tactics. The following specific tactics were suggested by this study.

1. The principal is the key to program implementation in the school. Therefore, the initial thrust of any implementation strategy must be directed at helping him to understand the innovation, to support its implementation, and to develop the skills that he will need to give teachers the practical assistance that they need.

2. It is also recommended that part-time school-based facilitators be appointed to assist in the implementation of specific

curricular innovations. A regular teacher with the interest and some "advanced" training or experience in the new program, could be freed from the regular classroom duties for several periods per week, to enable her to consult with her fellow teachers, to plan and/or team teach the new program in their classrooms.

Implications for Theory

The concept of implementation. The investigator has defined implementation as the extent to which the designated user has internalized a given innovation. According to this definition, in order for internalization, and hence for implementation, to take place, the designated user must:

1. understand the innovation and how it is to be utilized;

2. support the innovation as the answer to a perceived problem and be motivated to utilize it personally;

3. actually be utilizing the innovation as intended by its developers and/or official adopters;

4. possess the competencies (attitudes, knowledge and skills) needed to utilize the innovation on an on-going basis.

Whether this definition of implementation is predictive cannot be verified in the short term. Nevertheless, there is a strong correlation between the extent to which teachers were utilizing the innovation and the extent to which they actually understood the program, supported its implementation and possessed the competences required for its on-going use.

A conceptual framework. The dynamics of the following known factors determine the degree to which an authority-adopted innovation is actually implemented by its designated users. Together these factors constitute a new conceptual framework:

Objective Attributes of the Innovation

1. Relative advantage - the extent to which the innovation is superior to the ideas it supersedes.

2. Compatibility - the extent to which the innovation is consistent with existing values, past experiences, and the needs of the designated users.

3. Complexity - the extent to which the innovation is relatively difficult to understand and use.

4. Trialability - the extent to which the innovation may be experimented with on a limited basis.

5. Observability - the extent to which the intended results of an innovation are visible to its designated users.

6. Adaptability - the extent to which the innovation can be altered (without distortion) to meet localized needs.

Characteristics of the User Systems

A. Organizational considerations:

1. The supervisory style of the organization's administration (specifically, attitudes toward the innovation and its implementation).

2. Compatibility of organizational arrangements.

3. Effectiveness of communication links within the user system.

4. Availability of resources.

B. The designated users'

1. level of trust in their superiors;

2. disposition to change;

3. degree of group cohesiveness;

4. degree of implementation prior to the deployment of the strategy;

5. attitude toward innovation-related concerns:

   (a) the adoption process;

   (b) the implementation strategy;

   (c) similar innovative experiences;

   (d) vicarious experiences with the innovation;

   (e) pre-emptive exposure to the innovation.

The Implementation Strategy Utilized

A. The design of the strategy

1. An implementation strategy (including tactics and their objectives) based on an analysis of the interrelationship between the objective attributes of the innovation and the characteristics of its user systems(s).

2. A clear statement of the goals, objectives and priorities of the implementation strategy.

3. A clear operational description of the constituent elements or tactics of this strategy, together with a statement of the objectives of each.

4. A viable procedure for the formative evaluation of the effectiveness of each of these tactics.

B. The execution of the strategy

1. Adequate on-going supervision of the implementation effort.

2. Provision of change agents with both the competencies

and credibility needed for the job.

3. The establishment of a good collaborative relationship between change agents and designated users.

4. Precision in the sequencing of the various tactics within the implementation strategy.

5. Adequate administrative arrangements to facilitate the full and proper utilization of the implementation strategy.

Factor dynamics. An implementation strategy ought to be based on the interrelationship between factors associated with the objective attributes of the innovation and the characteristics of the user system. But the innovation and the user system do not have to be accepted as "given." Each in its own way may be modified to increase the fidelity of program implementation. Prior to the deployment of any implementation strategy, the user system may be upgraded to make it more compatible to a particular innovation. Or, the innovation may be adapted to the specifications of a known user system.

Implications for Further Research

The findings in this case study suggest the need for further research in a number of areas:

1. The concept of implementation utilized in this study was based on the extent to which the innovation's designated users understood the innovation, supported it, were actually utilizing it and possessed the competencies needed to utilize it on an on-going basis. This concept of implementation is believed to be predictive as well as descriptive. However, there exists a need to verify

this concept of implementation with longitudinal studies involving various time spans.

2. The findings of this case study have contributed a number of new factors to a conceptual framework consisting of implementation determinants. In addition, these findings have verified other factors (identified in previous studies) as having an impact on the implementation of innovations. But there is a need to determine the overall value of this modified conceptual framework, in the planning and evaluation of implementation strategies, through additional research.

3. Of several data-gathering techniques utilized in this study, one proved to be particularly appropriate for case studies. Issues affecting program implementation which were identified through individual interviews were incorporated into formal interview schedules and questionnaires to be administered to all respondents. This technique ought to be further refined through additional research.

4. What effect do the organization's clientele and other stakeholders have on the implementation of an innovation? Although not relevant to this particular case study, these potential determinants of implementation ought to be examined in future research.

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APPENDIX A

TEACHER'S INTERVIEW SCHEDULE

TEACHER'S INTERVIEW SCHEDULE

PART I

Section A: ADOPTION OF THE INNOVATION

Before dealing with your initial contact with the new Elementary Language Arts Program, let's briefly discuss the adoption of this innovation.

1. Who do you think was responsible for adopting this new program?

a) the Department of Education		3
b) the School Board		8
c) the School Principal		0
d) Other (specify)	D.K.	3

2. Prior to its formal adoption, were you personally aware of any internal or external pressures on the elementary school to change the old Language program?

   yes - 6; no - 6; D.K. - 2.

   If yes, explain: TEACHERS UNHAPPY WITH THE OLD PROGRAM[1] - 6.

3. Prior to hearing about this change, could you personally see any reason to change the Elementary Language Arts Program?

   yes - 10; no - 3; D.K. - 1.

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[1] Author's note: Typical teacher responses to open-ended questions are recorded in upper case type.

If yes, explain: INSUFFICIENT GUIDELINES FOR TEACHERS - 6; TOO MUCH EMPHASIS ON GRAMMAR - 3.

4. All things considered, to what extent would you say you were satisfied with the previous language program?

a) completely	0	d) very little	2
b) to a considerable extent	3	e) not at all	3
c) to some extent	5	f) N.A.	1

5. As far as you know:

a) Prior to the adoption of this program, was a formal and systematic assessment of the Language Arts "situation" ever carried out:

i) at the provincial level? yes - 2; no - 6; D.K. - 6.

ii) at the school system level? yes - 5; no - 6; D.K. - 3.

b) Prior to the adoption of this program, was the full Language Arts Program ever piloted and evaluated before adoption:

i) at the provincial level? yes - 3; no - 5; D.K. - 6.

ii) at the school system level? yes - 6; no - 4; D.K. - 4.

c) Did classroom teachers in the field have a significant input into the process by which the Language Arts Program was adopted?

yes - 0; no - 13; D.K. - 1.

6. For the adoption process to be adequate, how much importance would you attach to the following:

a) a systematic needs assessment:

i) extreme	11	iv) little	0
ii) great	3	v) none	0
iii) moderate	0		

b) piloting and evaluation of the program before general use:

i) extreme	11	iv) little	0
ii) great	3	v) none	0
iii) moderate	0		

c) participation by classroom teachers in the adoption process:

i) extreme	9	iv) little	0
ii) great	4	v) none	0
iii) moderate	1		

Section B: INITIAL CONTACT WITH THE INNOVATION

Now let us go back to when you first became aware that a new Language Arts Program was to be introduced, or indeed, was being introduced into the elementary grades.

7. a) When was that?

i) Fall, 1973	13	iv) Spring, 1975	0
ii) Spring, 1974	0	v) Fall, 1975	1
iii) Fall, 1974	0	vi) A more exact date	0

b) How did you first learn about it?

i) read about it	2	or heard about it	12
ii) individually	4	or in a group	1
iii) informally	10	or formally	4

c) Who was responsible for first making you aware of the innovation?

i) a writer (what publication?)	1	E.C.S. BULLETIN
ii) a university source	1	
iii) a fellow teacher	1	
iv) the school principal	11	
v) language arts supervisor	0	
vi) a facilitator	0	
vii) other (please specify)	0	

8. At the time you first learned of the innovation, what reasons, if any, were mentioned for changing the language program?

NONE - 8.

If some, specify.

a) GENERAL INADEQUACY OF THE OLD PROGRAM - 3
b) NEED TO INTEGRATE - 1
c) NEED FOR MORE THAN JUST GRAMMER - 2

9. a) What was the reaction of other teachers to the new program at that time? Would you say

i) very positive	4	iv) somewhat negative	3
ii) somewhat positive	5	v) very negative	1
iii) ambivalent	1		

b) what was your personal, initial reaction to this program?

i) very positive	4	iv) somewhat negative	2
ii) somewhat positive	6	v) very negative	1
iii) ambivalent	1		

c) Where you aware then that you would be expected to implement this new Language Arts Program? yes - 14; no - 0; D.K. - 0.

10. a) Prior to this school year, have you ever tried to implement any other grade-level of this new Elementary Language Arts Program with the help of P.I.P. and its facilitators?

yes - 2; no - 12.

b) If yes, which grade-level? grade 4 and when? 1974-75
grade 5 1973-74

11. Prior to the first in-service session in Language Arts held this year for the teachers of grades two and six.

a) had you ever attempted to implement the new Elementary Language Arts Program on your own, i.e., without P.I.P.

i) in previous years? yes - 10; no - 4.

ii) this year? yes - 10; no - 4.

b) had you ever attempted to utilize any of the textbooks recommended by the Department of Education for use with this new program?

i) in previous years? yes - 11; no - 3.

ii) this year? yes - 11; no - 3.

12. Prior to the first in-service this year, how closely did you tend to associate the new Language Arts Program with its textual materials? Would you say

i) completely 4
ii) to a considerable extent 7
iii) to some extent 2
iv) very little 1
v) not at all 0

13. a) To what extent did you understand the new Elementary Language Arts Program at that time? Would you say

i) completely	0		iv) very little	9
ii) to a considerable extent	2		v) not at all	1
iii) to some extent	2			

b) Specifically, did you have a clear understanding of

i) what was expected of you as a classroom teacher.

yes - 2; no - 12.

ii) the specific objectives of the program at your grade level.

yes - 2; no - 12.

iii) the general goals of the program at your grade level.

yes - 5; no - 9.

iv) the overall goals of the entire Elementary Language Arts Program.

yes - 4; no - 10.

14. a) Could you personally see a need to change the "old" language program at that time?

yes - 12; no - 1; D.K. - 1.

b) Why (not)? (a) GENERAL INADEQUACY OF THE OLD PROGRAM - 7
(b) INADEQUATE DIRECTION FOR TEACHERS - 6

c) If yes, on the basis of your understanding at that time, to what extent could you see the new Language Arts Program as a viable response to this need? Would you say

i) completely	1	iv) very little	3
ii) to a considerable extent	3	v) not at all	2
iii) to some extent	3		

d) Did you have any reservations regarding the program? Probe re. its:

i) objectives	NOT CLEAR - 8
ii) content	UNCLEAR - 1; CONCERN FOR BASICS - 5; SEQUENCING OF SKILLS FOR EACH GRADE - 3.
iii) methodology	TEACHER MUST PREPARE MATERIALS, LESSONS AND EXERCISES - 5.
iv) materials	TEXT GENERALLY INADEQUATE OR INAPPROPRIATE - 6; INSUFFICIENT EXERCISES - 5; TEXT TOO DIFFICULT - 1.

Note: If yes, please specify above right.

If no, go on to the next question.

e) Did you seek at that time to bring these reservations to the attention of anyone in authority? yes - 5; no - 7; N.A. - 2.

If no, why not? WILLING TO ADAPT - 1; WAIT AND SEE ATTITUDE - 1.

If yes, to whom? PRINCIPAL, ASSISTANT PRINCIPAL, FACILITATOR.

With what results? NIL.

15. What at that time did you feel were the likely consequences of this new program for the students you teach? Probe re:

i) positive consequences	ELEMENT OF CREATIVITY - 4
ii) negative consequences	CONCERN RE: BASICS - 8

16. a) To what extent did you think that your teaching role would be changed by this new Language Arts Program? Would you say

i) great	1	iv) little	1
ii) considerable	6	v) none	0
iii) some	5	vi) D.K.	1

b) Specifically, in what respects did you feel that you were being expected to change? Probe using the following:

i) attitudes	TOTAL: 7. DIFFERENT OUTLOOK TOWARD THE TEACHING OF LANGUAGE - 7.
ii) knowledge	TOTAL: 4. NEW KNOWLEDGE REQUIRED - 4.
iii) skills and abilities	TOTAL: 9. "CURRICULUM DEVELOPMENT SKILLS" - 7.
iv) work load	TOTAL: 14. "HEAVIER" - 14.
v) other (specify)	NIL

c) What at that time was your reaction to the prospect of having to make these changes? Would you say

i) very positive	0	iv) somewhat negative	4
ii) somewhat positive	5	v) very negative	0
iii) ambivalent	5		

d) Generally speaking, did you think that you could make the changes that you felt were expected of you?

yes - 11; no - 2; D.K. - 1.

If no, why not?

(a) I'M NOT CREATIVE - 1.

(b) NO TIME OR ABILITY TO DEVELOP CURRICULUM - 1.

17. How did you honestly react to the whole notion of bringing this program into your classroom on a permanent basis? Would you say

i) very positive	2	iv) somewhat negative	2
ii) somewhat positive	4	v) very negative	1
iii) ambivalent	5		

18. Taking all factors into consideration:

a) At that time, which of the two language programs did you feel was superior? THE OLD ONE - 1, or THE NEW ONE - 9. NEITHER - 3, N.A. - 1. Why?

OLD: CONCERN WITH BASIC - 1.

NEW: NEW PROGRAM IS INTERESTING - 2; MORE REALISTIC - RESEARCH BASED - 2; INTEGRATION IS NEEDED - 2.

b) Did you feel that the Department of Education ought to be looking for an alternative to both of these programs?

yes - 4; no - 9; D.K. - 1.

Why? YES: INADEQUACY OF BOTH PROGRAMS - 4.

Now let's turn to the question of how this particular school system has been attempting to implement this new Elementary Language Arts Program. At the beginning of the school year:

19. a) To what extent did you understand the Program Implementation Process (P.I.P.) at that time? Would you say

i) completely	0	iv) very little	4
ii) to a considerable extent	2	v) not at all	2
iii) to some extent	6		

b) To what extent did you support P.I.P. as a strategy for implementing new curricular programs? Would you say .

i) completely	2	iv) very little	0
ii) to a considerable extent	5	v) not at all	1
iii) to some extent	5	vi) D.K.	1

c) Did you have any reservations regarding this implementation process? Probe using the following:

i) facilitator consultation. TOTAL: 9. DIDN'T WANT TO BE OBSERVED - 3; CONCERN RE: ROLE AND RELATIONSHIP WITH FACILITATOR - 2.

ii) in-service sessions. TOTAL: 5. SHOULD HAVE BEEN HELD EARLIER - 2.

iii) demonstration lessons. TOTAL: 1.

iv) resource centers. TOTAL: 2. NOT ACCESSIBLE - 2.

v) activity units. N.A.

vi) other (specify). N.A.

d) Did you seek to bring these reservations to the attention of anyone in authority? Yes - 10; No - 4; D.K. - 0.

Section C: FORMAL PRESENTATION OF THE INNOVATION

Now let's go back to the first in-service session during which you were officially introduced to the new Elementary Language Arts Program.

20. a) Did you attend this school system's first in-service session for the teachers of grades two and six? yes - 12; no - 2.

Note: If no, go on to question 26.

b) In general terms, what did you expect to learn at this first in-service? EXPECTED TO RECEIVE AN OVERVIEW INTRODUCTION TO THE NEW LANGUAGE ARTS PROGRAM - 7.

c) Did you learn what you had expected? yes - 1; no - 11; D.K. - 0.

d) Specifically, during this in-service session was any effort made to tell you what the new Elementary Language Arts Program was all about? yes - 2; no - 10; D.K. - 0.

e) If no, has any effort ever been made to formally tell you what this program is all about? yes - 2; no - 7; D.K. - 1; N.A. - 4.

21. What was your overall reaction to the way in which you were introduced to the new Language Arts Program by P.I.P.?

i) very positive	1	iv) somewhat negative	0
ii) somewhat positive	4	v) very negative	0
iii) ambivalent	7	vi) N.A.	2

22. Let's be a little more specific about your reaction to this first in-service. From the way it was discussed by the facilitators who were present, did you get the impression that:

a) i) this was a proven educational innovation. yes - 3.

ii) or, was its value still open to question. yes - 9.

b) this innovation was being treated as an experiment. yes - 2; no - 10; D.K. - 0.

What gave you this impression? NO: BECAUSE OF CONFIDENCE OF FACILITATOR - 5; BECAUSE OF COST OF THE PROGRAM - 4.

c) i) it was mandatory that you implement the innovation - 7.
ii) or was it optional? - 5.
iii) D.K. - 0.

What gave you this impression? MANDATORY: JUST TOLD WE WERE GOING TO DO IT - 4; OPTIONAL: FLEXIBILITY - 5.

d) this program had really been carefully thought through? yes - 5; no - 5; D.K. - 2. Why did you feel this way? NO: LACK OF CLARITY AND COHERENCE IN THE PROGRAM - 4.

e) there were specific plans for putting the idea into effect? yes - 11; no - 1; D.K. - 0. What gave you this impression? YES: ELABORATENESS OF P.I.P.

f) the timing was right? yes - 10; no - 1; D.K. - 1. Why did you think this was so? YES: TIME FOR A CHANGE IN LANGUAGE PROGRAM - 9.

23. Did you have any reservations regarding the way in which this new Language Arts Program had been presented to you during the first in-service session? yes - 8; no - 4; D.K. - 0. If yes, specify. YES: LACK OF AN OVERVIEW OF THE PROGRAM - 5. If no, go on to question 26.

24. Did you seek to bring these reservations to the attention of anyone in authority? yes - 1; no - 7; D.K. - 0. If no, why not? FEAR OF AUTHORITY - 3.

If yes, to whom: FACILITATOR - 1. When? AT IN-SERVICE - 1. How? ON EVALUATION SHEET - 1. With what results? NIL - 1.

25. Specifically, did you indicate these reservations on the evaluation form you were given following this first in-service?
yes - 3; no - 5; D.K. - 0.
If no, why not? FEAR OF AUTHORITY - 2; DIDN'T WANT TO CAUSE TROUBLE - 2.

26) a) To what extent did you understand the new Elementary Language Arts Program at that time? Would you say

i) completely	0	iv) very little	9
ii) to a considerable extent	1	v) not at all	0
iii) to some extent	4		

b) Specifically, did you have a clear understanding of

i) what was expected of you as a classroom teacher.
yes - 2; no - 12.

ii) the specific objectives of the program at your grade level.
yes - 2; no - 12.

iii) the general goals of the program at your grade level.
yes - 7; no - 7.

iv) the overall goals of the entire Elementary Language Arts Program.
yes - 8; no - 6.

27. a) Could you personally see a need to change the "old" Language Program at that time? yes - 12; no - 1; D.K. - 1.

b) Why (not)? YES: GENERAL INADEQUACY OF THE OLD PROGRAM - 5; A NEED FOR MORE DIRECTION - 4.

c) If yes, on the basis of your understanding at that time to what extent could you see the new Language Arts Program as a viable response to this need? Would you say

i) completely	1	iv) very little	5
ii) to a considerable extent	3	v) not at all	0
iii) to some extent	3		

d) Did you have any reservations regarding the program?

Probe re: its

i) objectives	THEY WERE UNCLEAR - 7.
ii) content	CONCERN OVER BASICS - 5; SEQUENCING OF BASIC SKILLS - 2; NOT ENOUGH TIME TO TEACH THE MATERIAL - 2.
iii) methodology	TEACHERS MUST PREPARE MATERIALS, LESSONS EXERCISES - 4; UNCLEAR - 3.
iv) materials	TEXT GENERALLY INADEQUATE OR INAPPROPRIATE - 6; INSUFFICIENT EXERCISES - 2; TEXT IS TOO DIFFICULT - 1.

e) Did you seek at that time to bring these reservations to the attention of anyone in authority?

yes - 4; no - 8; D.K. - 0,

If no, why not? FEAR OF AUTHORITY - 4.

If yes, to whom? FACILITATOR - 4.

When? AROUND THE TIME OF FIRST IN-SERVICE.

With what results? SOME HELP - 3; NO HELP - 1.

28. What at that time did you feel were the likely consequences of this new program for the students you teach? Probe re: the

    i) positive consequences. TOTAL: 12. A MORE CREATIVE APPROACH TO THE STUDY OF LANGUAGE - 5; GREATER MOTIVATION OF STUDENTS - 5.

    ii) negative consequences. TOTAL: 8. CONCERNED THAT STUDENTS WILL NOT LEARN THE BASICS OF LANGUAGE - 8.

29. a) To what extent did you think that your teaching role would be changed by this new Language Arts Program? Would you say

i) great	1	iv) little	2
ii) considerable	6	v) none	1
iii) some	4		

b) Specifically, in what respects did you feel that you were being expected to change? Probe using the following:

i) attitudes	TOTAL: 8. ATTITUDES APPROPRIATE TO THIS NEW APPROACH TO LANGUAGE - 6.
ii) knowledge	TOTAL: 7. KNOWLEDGE GENERALLY SUPPORTIVE OF THE PROGRAM - 6.
iii) skills and abilities	TOTAL: 10. NEED CURRICULUM DEVELOPMENT SKILLS - 8.

iv) work load TOTAL: 12. HEAVIER - 12.

v) other (specify) 0

c) What at that time was your reaction to the prospect of having to make these changes? Would you say

i) very positive 1 iv) somewhat negative 5

ii) somewhat positive 4 v) very negative 1

iii) ambivalent 4

d) Generally speaking, did you think that you could make the changes that you felt were expected of you?

yes - 14; no - 0.

30. How did you honestly react to the whole notion of bringing this program into your classroom on a permanent basis? Would you say

i) very positive 2 iv) somewhat negative 5

ii) somewhat positive 3 v) very negative 1

iii) ambivalent 3

31. Taking all factors into consideration:

a) At that time, which of the two language programs did you feel was superior? THE OLD ONE - 3, or THE NEW ONE - 8. NEITHER - 2; N.A. - 1.

b) Did you feel that the Department of Education ought to be looking for an alternative to both of these programs?

yes - 4; no - 9; D.K. - 1.

Now let's turn to the question of how this particular school system has been attempting to implement this new Elementary Language Arts Program.

32. a) To what extent did you understand the Program Implementation Process (P.I.P.) at that time? Would you say

i) completely	0	iv) very little	2
ii) to a considerable extent	2	v) not at all	2
iii) to some extent	8		

b) To what extent did you support P.I.P. as a strategy for implementing new curricular programs? Would you say

i) completely	1	iv) very little	1
ii) to a considerable extent	5	v) not at all	0
iii) to some extent	6	vi) D.K.	1

c) Did you have any reservations regarding this implementation process? Probe using the following:

i) facilitator consultation	TOTAL: 7. CONSULTATION WASN'T MUCH HELP - 3; ROLES OF THE TEACHER AND FACILITATOR NOT CLEAR - 2. QUESTION THEIR QUALIFICATIONS - 2.
ii) in-service sessions	TOTAL: 7. DIDN'T EXPLAIN PROGRAM - 2; INSUFFICIENT TIME - 2.
iii) demonstration lessons	TOTAL: 9. TOOK TOO MUCH TIME - 4; TOO ISOLATED - 3.

iv) resource centres	TOTAL: 5. NOT ACCESSIBLE BECAUSE OF TIME AND DISTANCE - 5.
v) activity units	0
vi) other (specify)	0

d) If yes, did you seek to bring these reservations to the attention of anyone in authority?

yes - 2; no - 11; N.A. - 1.

If no, why not? FEAR OF OFFENDING AUTHORITIES - 3; DIDN'T WANT TO HURT FACILITATORS - 3.

If yes, when? FALL, 1975 - 1.

To whom: PRINCIPAL - 1.

With what results? DON'T KNOW - 1.

Section D: FIRST ATTEMPT TO IMPLEMENT

This portion of the interview takes us back to that period of time immediately following the first in-service session.

33. a) Have you at any time following the first in-service session held this year, tried to utilize the new Elementary Language Arts Program?

yes - 10; no - 4; D.K. - 0.

b) If no, why not? CONFUSION OVER THE OBJECTIVES OF THE PROGRAM AND HOW THE TEXT WAS TO BE USED - 3.

If yes, with what success? Would you say

i) great	0	iv) little	1
ii) considerable	2	v) none	0
iii) some	5		

c) How often, or for how long, have you tried to implement the new program? CONTINUOUSLY SINCE SEPTEMBER - 6.

d) Generally, how much effort would you say that you put into this first "official" attempt to implement this program? Would you say

i) great	1	iv) little	1
ii) considerable	2	v) none	0
iii) some	4		

34. a) After this first "official" attempt to implement the new program, did you feel like continuing or repeating the effort?

yes - 5; no - 3; D.K. - 0.

b) If no, why not? PREFER OLD PROGRAM - 2; LACK OF SUCCESS - 1.

35. a) Did you come across problems which you considered serious to your efforts to implement the new Language Arts Program?

yes - 7; no - 1; D.K. - 0.

b) If yes, what were they? TIME AND EFFORT REQUIRED TO PREPARE LESSONS - 3; DON'T UNDERSTAND THE PROGRAM - 2; LACK OF STUDENT EXERCISES - 2.

36. a) Did you bring these problems to the attention of:

i)	your Supervisor of Language Arts?	yes 0
ii)	your facilitator?	yes 4
iii)	your school principal?	yes 1
iv)	a fellow teacher?	yes 6
v)	other (specify)	yes 0

b) Specifically, what was the nature of the help you received from the following in dealing with the problems of implementation?

i)	your Supervisor of Language Arts.	INFORMATION AT WORKSHOP, 1973 - 1.
ii)	your facilitator.	RESPONDED WITH NEEDED MATERIALS - 1.
iii)	your school principal.	AGREED TO A COURSE OF ACTION - 1.
iv)	a fellow teacher	MORAL SUPPORT - 5.
v)	other (specify)	NIL.

37. a) In attempting to implement this new Language Arts Program, was there any specific help or advice which you needed, which was not forthcoming?

yes - 7; no - 0; D.K. - 0.

b) If no, go on to the next question.

If yes, specify this need. AN OUTLINE OF THIS NEW PROGRAM WHICH EXPLAINS ITS OBJECTIVES - 5.

c) Were you aware of anyone in this school system who had the knowledge and abilities required to help you but didn't do so?

yes - 3; no - 2; D.K. - 2.

d) If no, go to the next question.

If yes, who? SUPERVISOR OF LANGUAGE ARTS - 2; FACILITATOR - 1.

e) Did you ask this person for assistance? yes - 0; no - 3.

If no, why not? AFRAID TO APPROACH THIS PERSON - 3.

If yes, what response did you get? N.A.

And what help did you receive? Explain. N.A.

38. Were you aware of anyone in this school system who was in an organizational position to help you but lacked the knowledge and ability needed? yes - 8; no - 1.

Who? SCHOOL PRINCIPAL - 8; FACILITATOR - 3.

39. a) To what extent did you understand the new Elementary Language Arts Program at that time? Would you say

i) completely	0	iv) very little	4
ii) to a considerable extent	2	v) not at all	0
iii) to some extent	8		

b) Specifically, did you have a clear understanding of:

i) what was expected of you as a classroom teacher.

yes - 2; no - 12.

ii) the specific objectives of the program at your grade level.

yes - 3; no - 11.

iii) the general goals of the program at your grade level.

yes - 7; no - 7.

iv) the overall goals of the entire Elementary Language Arts Program.

yes - 8; no - 6.

40. a) Could you personally see a need to change the "old" Language Program at that time?

yes - 12; no - 1; D.K. - 1.

b) Why (not)? YES: NOT ENOUGH DIRECTION TO OLD PROGRAM - 4; NEED TO INTEGRATE THE LANGUAGE ARTS - 3; GENERAL INADEQUACY OF THE OLD PROGRAM - 3.

c) If yes, on the basis of your understanding at that time, to what extent could you see the new Language Arts Program as a viable response to this need? Would you say

i) completely	0	iv) very little	4
ii) to a considerable extent	4	v) not at all	0
iii) to some extent	4		

d) Did you have any reservations regarding the program?

Probe re: its:

i) objectives	UNCLEAR - 7.
ii) content	CONCERN OVER BASICS - 7; SEQUENCING OF BASIC SKILLS BY GRADE - 2.
iii) methodology	UNCLEAR - 2; TEACHER MUST PREPARE MATERIALS, LESSONS, EXERCISES - 6.

iv) materials	TEXT GENERALLY INADEQUATE OR INAPPROPRIATE - 7; TEXT HAS INSUFFICIENT EXERCISES - 3; TEXT IS TOO DIFFICULT - 2.

e) Did you seek at that time to bring these reservations to the attention of anyone in authority?

yes - 1; no - 7; D.K. - 0.

If no, why not? FEAR - 4; FUTILITY - 1; NEVER OCCURRED TO ME - 1.

If yes, to whom? FACILITATOR.

When? AT THAT TIME.

With what results? NIL AT THAT TIME - 2; SOME RESULTS - 1.

41. What at that time did you feel were the likely consequences of this new program for the students you teach? Probe re: the

i) positive consequences	MOTIVATES THE STUDENTS - 5; MORE CREATIVE - 5.
ii) negative consequences	A CONCERN THAT STUDENTS WILL NOT LEARN THE BASICS OF LANGUAGE - 9.

42. a) To what extent did you think that your teaching role would be changed by this new Language Arts Program? Would you say

i) great	1	iv) little	3
ii) considerable	6	v) none	0
iii) some	4		

b) Specifically, in what respects did you feel that you were being expected to change: Probe using the following:

i) attitudes	TOTAL: 9. GENERALLY A DIFFERENT ATTITUDE TOWARD LANGUAGE - 5.
ii) knowledge	TOTAL: 7. HOW TO USE RESOURCE MATERIALS - 4.
iii) skills and abilities	TOTAL: 11. CURRICULUM DEVELOPMENT SKILLS - 8.
iv) work load	TOTAL: 14. HEAVIER - 14.
v) other (specify)	0

c) What at that time was your reaction to the prospect of having to make these changes? Would you say

i) very positive	1	iv) somewhat negative	6
ii) somewhat positive	1	v) very negative	0
iii) ambivalent	6		

d) Generally speaking, did you think that you could make the changes that you felt were expected of you?

yes - 14; no - 0; D.K. - 0.

If not, why not? N.A.

43. How did you honestly react to the whole notion of bringing this program into your classroom on a permanent basis? Would you say

i) very positive	1	iv) somewhat negative	4
ii) somewhat positive	3	iv) very negative	1
iii) ambivalent	5		

44. Taking all factors into consideration:

a) At that time, which of the two language programs did you feel was superior? THE OLD ONE - 2, or THE NEW ONE - 9. NEITHER - 2; N.A. - 1.

Why? NEW: MORE REALISTIC - 2; MEETS NEEDS OF STUDENTS - 2; MATERIALS MORE INTERESTING - 2.

b) Did you feel that the Department of Education ought to be looking for an alternative to both of these programs? yes - 4; no - 9; D.K. - 1.

Now let's turn to the question of how this particular school system has been attempting to implement this new Elementary Language Arts Program.

45. a) To what extent did you understand the Program Implementation Program (P.I.P.) at that time? Would you say

i) completely	0	iv) very little	2
ii) to a considerable extent	5	v) not at all	1
iii) to some extent	6		

b) To what extent did you support P.I.P. as a strategy for implementing new curricular programs? Would you say

i) completely	1	iv) very little	2
ii) to a considerable extent	6	v) not at all	0
iii) to some extent	4		

c) Did you have any reservations regarding this implementation process? Probe using the following:

i) facilitator consultation	TOTAL: 8. WASTE OF TIME - 3; QUESTIONED THEIR QUALIFICATIONS - 2.
ii) in-service sessions	TOTAL: 8. DIDN'T EXPLAIN PROGRAM - 3.
iii) demonstration lessons	TOTAL: 8. NO HELP - 3.
iv) resource centres	TOTAL: 6. TOO FAR AWAY - 4.
v) activity units	0
vi) other (specify)	0

d) Did you seek to bring these reservations to the attention of anyone in authority?

yes - 2; no - 10; D.K. - 0. If no, why not?

FEAR - 4; DIDN'T WANT TO HURT FACILITATOR - 2.

Section 3: THE CURRENT SITUATION

This section of the interview deals with the current views and practices of the classroom teachers as they relate to implementation of this innovation.

46. a) Are you currently utilizing the new Elementary Language Arts Program? yes - 12; no - 2.

b) If no, why not? NOT CLEAR ABOUT THE OBJECTIVES - 1; NOT ENOUGH ON THE BASICS OF LANGUAGE - 1.

If yes, with what success? Would you say

i) great 3
ii) considerable 5
iii) some 4
iv) little 0
v) none 0

c) How often or for how long have you tried to utilize this new program? SINCE ACTIVITY UNITS HAVE BEEN AVAILABLE - 6; OFF AND ON SINCE SEPTEMBER - 1.

d) Generally, how much effort are you currently making to implement this new program? Would you say

i) great 1
ii) considerable 9
iii) some 2
iv) little 0
v) none 0

47. a) After your experiences with the new Elementary Language Arts Program, do you feel like continuing or repeating your effort to utilize it?

yes - 12; no - 1; D.K. - 0.

b) If yes, why? BECAUSE OF THE SUCCESS I HAVE HAD WITH THE ACTIVITY UNITS - 7; NO CHOICE - 3; OBJECTIVES ARE CLEAR - 2.

48. a) Are you currently faced with problems which you consider serious to your efforts to utilize this new program?

yes - 6; no - 7; D.K. - 0.

b) If yes, what are they? NOT ENOUGH TIME TO FINISH THE PROGRAM - 3; OBJECTIVES ARE UNCLEAR - 2; NOT ENOUGH ON THE BASICS - 2; BOOK IS INADEQUATE - 2.

49. a) Have you ever brought these problems to the attention of:

i) your Supervisor of Language Arts	yes 1
ii) your school principal	yes 0
iii) your facilitator	yes 6
iv) a fellow teacher	yes 6
v) other (specify)	N.A.

b) Specifically, what was the nature of the help you received from the following in dealing with the problems of implementation?

i) your Supervisor of Language Arts	N.A.
ii) your facilitator	BROUGHT OUT MATERIALS REQUESTED - 1
iii) your school principal	N.A.
iv) a fellow teacher	MORAL SUPPORT - 2
v) other (specify)	N.A.

50. a) In attempting to implement his new Language Arts Program, is there any specific help or advice which you need, which has not been forthcoming?

yes - 7; no - 7; D.K. - 0.

b) If no, go on to the next question.

If yes, specify this need. AN UNDERSTANDING OF THE SPECIFIC OBJECTIVES OF THIS PROGRAM, ESPECIALLY AT THIS GRADE LEVEL - 5; HOW TO USE THE TEXT - 2; TIME TO COVER THE LANGUAGE MATERIAL - 2.

c) Are you aware of anyone in this school system who has the knowledge and abilities required to help you, but hasn't done so?

yes - 3; no - 3; D.K. - 0.

d) If no, go on to the next question.

If yes, who? SUPERVISOR OF LANGUAGE ARTS - 2; FACILITATOR - 1.

e) Did you ask this person for assistance? yes - 0; no - 3.

If no, why not? AFRAID TO APPROACH SUPERVISOR - 1; SUPERVISOR HAS BEEN NO HELP IN THE PAST - 1; POOR RELATIONSHIP WITH FACILITATOR - 1.

If yes, what response did you get? N.A.

And what help did you receive? Explain. N.A.

51. Are you aware of anyone in this school system who is in an organizational position to help you but lacks the knowledge and ability needed?

yes - 13; no - 1.

Who? SCHOOL PRINCIPAL - 12; ASSISTANT PRINCIPAL - 1; FACILITATOR - 1.

52. a) To what extent do you understand the new Elementary Language Arts Program? Would you say

i) completely 0

ii) to a considerable extent 7

iii) to some extent 6

iv) very little 1

v) not at all 0

b) Specifically, do you have a clear understanding of:

i) what is expected of you as a classroom teacher? yes - 8.

ii) the specific objectives of the program at your grade level? yes - 9.

iii) the general goals of the program at your grade level? yes - 8.

iv) the overall goals of the entire Elementary Language arts Program? yes - 10.

53. a) Can you personally see the need to change the "old" Language program? yes - 12; no - 1; D.K. - 1.

b) Why (not)? YES: GENERAL INADEQUACY OF THE OLD PROGRAM - 4; NEED FOR SOMETHING NEW AND MOTIVATING FOR STUDENTS - 4.

c) If yes to a), on the basis of your understanding, to what extent can you see the new Language Arts Program as a viable response to this need? Would you say

i) completely 2
ii) to a considerable extent 6
iii) to some extent 2
iv) very little 2
v) none at all 0

d) Do you have any reservations regarding the program? Probe re: its

i) objectives	UNCLEAR - 2.
ii) content	CONCERN OVER BASICS - 4; NOT ENOUGH TIME TO TEACH MATERIAL - 1.
iii) methodology	TEACHER MUST PREPARE MATERIALS, ETC. - 2; HOW TO INTEGRATE THE LANGUAGE ARTS - 2.

iv) materials TEXT GENERALLY INADEQUATE OR INAPPROPRIATE - 4; TEXT HAS INSUFFICIENT EXERCISES - 2; TEXT TOO DIFFICULT - 2.

e) Have you recently brought these reservations to the attention of anyone in authority? yes - 4; no - 5.

If no, why not? FEAR OF AUTHORITY - 5.

If yes, to whom? SUPERVISOR - 2; FACILITATOR - 1; ASSISTANT PRINCIPAL - 1.

With what results? GENERALLY POSITIVE - 4.

54. What do you feel are the consequences of this new program for the students you teach? Probe re: the

i) positive consequences PROGRAM MOTIVATES THE STUDENT - 6; STUDENTS ARE EXPOSED TO A VARIETY OF LANGUAGE EXPERIENCES - 4; THE NEW PROGRAM IS MORE CREATIVE IN ITS ORIENTATION - 3.

ii) negative consequences CONCERN FOR THE BASICS OF LANGUAGE - 4.

55. a) To what extent do you think that your teaching role is being changed by this new Language Arts Program? Would you say

i) great	0	iv) little	5
ii) considerable	4	v) none	0
iii) some	5		

b) Specifically, in what respect do you feel that you are expected to change? Probe using the following:

i) attitudes	DIFFERENT ATTITUDE TOWARD THE TEACHING OF LANGUAGE - 6.
ii) knowledge	RE. THE NEW PROGRAM IN GENERAL - 4; RE THE USE OF RESOURCES - 4.
iii) skills and abilities	CURRICULUM DEVELOPMENT SKILLS - 7.
iv) work load	HEAVIER - 14.
v) other (specify)	N.A.

c) How do you react to the prospect of having to make these changes? Would you say

i) very positive	1	iv) somewhat negative	1
ii) somewhat positive	7	v) very negative	0
iii) ambivalent	5		

d) Generally speaking, do you think that you can make these changes that you feel are expected of you?

yes - 14; no - 0; D.K. - 0.

If no, why not? N.A.

56. How do you honestly feel about the whole notion of bringing the new Language Arts Program into your classroom on a permanent basis? Would you say

i) very positive	4	iv) somewhat negative	1
ii) somewhat positive	4	v) very negative	0
iii) ambivalent	5		

57. Taking all factors into consideration:

a) Which of the two language programs do you feel is superior?

THE OLD ONE - 0, or THE NEW ONE - 12; NEITHER - 1; NA - 1.

Why? NEW: STUDENTS ARE MORE EASILY MOTIVATED BY THE PROGRAM - 5; MEETS STUDENTS' NEEDS - 2.

b) Did you feel that the Department of Education ought to be looking for an alternative to both of these programs?

yes - 0; no - 14.

Now let's turn to the question of how this particular school system has been attempting to implement this new Elementary Language Arts Program.

58. a) To what extent do you understand the Program Implementation Process (P.I.P.)? Would you say

i) completely	0	iv) very little	3
ii) to a considerable extent	6	v) not at all	1
iii) to some extent	4		

b) To what extent do you support P.I.P. as a strategy for implementing new curricular programs? Would you say

i) completely	2	iv) very little	3
ii) to a considerable extent	6	v) not at all	0
iii) to some extent	3		

c) Do you have any reservations regarding this implementation process? Probe using the following?

i) facilitator consultation TOTAL: 10. INADEQUATE - 3; FEAR OF OBSERVATION - 2;

	QUESTION FACILITATOR'S QUALIFICATIONS - 2.
ii) in-service sessions	TOTAL: 9. NOT EFFECTIVE - 4; NOT ENOUGH - 3.
iii) demonstration lessons	TOTAL: 8. NOT REALISTIC - 4; NOT MUCH HELP - 2.
iv) resource centres	TOTAL: 5. TOO FAR AWAY - 4.
v) activity units	TOTAL: 4. NEED A FEW MORE EXERCISES - 2; TIME CONSUMING - 2.
iv) other (specify)	N.A.

If yes, specify above right. If no, go on to question 59.

d) Have you recently brought these reservations to the attention of anyone in authority?

yes - 0; no - 12; N.A. - 2.

If no, why not? FEAR OF AUTHORITY - 7.

PART II

Part II of this interview schedule was drawn up on the basis of teachers' responses to questions contained in Part I. The emphasis here is on a detailed look at selected issues related to the Language Arts Program and this school system's dissemination and implementation strategy.

Section F: ATTRIBUTES OF THE INNOVATION

This section of the interview deals with the philosophy, goals and methodology of this new program, along with the teacher's perception of its attributes.

PHILOSOPHY

59. a) To what extent do you feel that you understand the new Elementary Language Arts Program's underlying philosophy or rationale? Would you say

i)	completely	0	iv)	very little	3
ii)	to a considerable extent	6	v)	not at all	2
iii)	to some extent	3			

b) On the basis of this understanding, to what extent do you agree with it? Would you say

i)	completely	2	iv)	very little	0
ii)	to a considerable extent	3	v)	not at all	0
iii)	to some extent	7	vi)	D.K.	2

c) What elements of his philosophy or rationale can you recall at this time?

SUMMARY:	ALL OF THEM	0
	A CONSIDERABLE NUMBER	1
	SOME OF THEM	0
	VERY FEW	3
	NONE	10

GOALS

60. a) Using your own words, can you recall any of the explicitly stated objectives (goals) of the new Elementary Language Arts Program? yes - 7; no - 7.

If no, go on to the next question. (If yes, check off below those actually identified by interviewee).

To provide opportunities for children?

A. to actively experience language	0
B. to become flexible users of language by:	
i) developing competencies in receiving information (critically) through listening, reading, viewing, touching, tasting, smelling	2
ii) developing fluency in expressing ideas and feelings through oral language, written language, movement (gestures, creative drama), music and art	1
iii) developing an appreciation and enjoyment of our language and our literary heritage	0
iv) understanding the communication process as well as their role as receivers, processors or expressors in that process	0
C. to develop their fullest potential as human beings through effective communication	0

b) Taken as a whole, to what extent do you agree with these objectives? Would you say

i) completely	2	v) not at all	0
ii) to a considerable extent	2	vi) N.A.	7
iii) to some extent	2	vii) D.K.	1
iv) very little	0		

61. a) Quite aside from the goals of any particular language program, in terms of your own professional responsibility what do you personally consider to be the most urgent and fundamental goal to be achieved in the teaching of Language?

WRITING AND SPEAKING - 6; WRITING (ONLY) - 4; SPEAKING (ORAL) - 1; MECHANICS (GRAMMAR) - 3.

b) To what extent can you see this objective being achieved through the new Elementary Language Arts Program as it is presently constituted? Would you say

i) completely	1	iv) very little	0
ii) to a considerable extent	5	v) not at all	0
iii) to some extent	8		

METHODOLOGY

62. a) To what extent do you feel that you understand the instructional methodology required by this new program?

i) completely	0	iv) very little	1
ii) to a considerable extent	7	v) not at all	0
iii) to some extent	6		

b) What elements in this methodology can you recall at this time?[*]

STUDENT PARTICIPATION - 5; MOTIVATION - 3; INTEGRATION - 2; EXPAND CHILD'S EXPERIENCE - 2; NO RESPONSE - 4.

c) Taken as a whole, to what extent do you agree with this methodology? Would you say

i) completely	2	iv) very little	1
ii) to a considerable extent	9	v) not at all	0
iii) to some extent	1	vi) D.K.	1

ATTRIBUTES

63. On the basis of your experience with it, to what extent do you feel that this new program is difficult to understand and implement? Would you say

i) to a great extent	7	iv) very little	1
ii) to a considerable extent	5	v) not at all	0
iii) to some extent	1		

64. a) Before you were actually expected to implement the new Language Arts Program, to what extent could you visualize just how you would make it work? Would you say

i) completely	1	iv) very little	5
ii) to a considerable extent	0	v) not at all	5
iii) to some extent	3		

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[*] Of the 10 people who responded, not one person mentioned more than two of these.

b) Before you attempted to implement this new program, to what extent could you see the results of the efforts of other teachers who had attempted to implement the program in your school or elsewhere?

i) completely	0		iv) very little	1
ii) to a considerable extent	3		v) not at all	3
iii) to some extent	7			

c) On the whole, were the results positive 4, or negative 5; N.A. or D.K. - 5.

65. To what extent do you feel that this new Language Arts Program can be altered to meet the various needs of different students, teachers, and communities? Would you say

i) completely	3		iv) very little	1
ii) to a considerable extent	9		v) not at all	0
iii) to some extent	1			

66. a) How would you characterize your experience with the new Social Studies Program? Would you say

i) very positive	3		iv) somewhat negative	3
ii) somewhat positive	1		v) very negative	3
iii) ambivalent	3		vi) N.A.	1

b) To what extent was your reaction to the prospects of having to implement a new program in language arts influenced by your experience with the new Social Studies Program? Would you say

i)	to a great extent	2	iv)	very little	1
ii)	to a considerable extent	3	v)	not at all	3
iii)	to some extent	4	vi)	N.A.	1

Section G: PROGRAM IMPLEMENTATION PROCESS

This section of the interview deals with the various aspects of P.I.P. in considerable detail.

67. This school system's strategy for disseminating and implementing the new elementary Language Arts curriculum is called the Program Implementation Process (P.I.P.). The following are components in that strategy:

		Extreme	Great	Moderate	Little	None
i)	in-service sessions	0	6	6	1	1
ii)	resource centres	0	1	4	4	5
iii)	facilitator's demonstration lessons	0	4	6	3	1
iv)	facilitator-teacher consultation	0	2	5	5	2
v)	new resource materials	1	7	2	3	1
vi)	activity units (grade two only)	5	1	1	0	0
vii)	teacher preparation of materials	0	2	7	2	2

a) Using the code: extreme, great, moderate, little, none, please indicate (above) just how effective these components have been in helping you to understand and implement this new curricular program.

2

b) What has been the most valuable component in this process for you? GRADE TWO ACTIVITY UNITS - 7; NEW RESOURCE MATERIALS - 4; IN-SERVICE - 2; DEMONSTRATION LESSONS - 1.

FACILITATOR

68. a) i) On what basis do you suppose that classroom teachers were chosen to be facilitators? GOOD IN LANGUAGE ARTS - 6; RANDOM (NO BASIS) - 3; D.K. - 2; BASED ON INTEREST - 1; RECOMMENDED BY PRINCIPAL - 1; "CONNECTIONS" - 1.

ii) Do you personally consider such criteria adequate?
yes - 4; no - 8; N.A. - 2.
If no, explain. COURSES IN LANGUAGE ARTS - 7; PERSONALITY - 5; EXPERIENCE AT GRADE LEVEL - 3; EXPERIENCE WITH PROGRAM - 2.

b) Do you think that the classroom teachers chosen to be facilitators possess the competencies needed to carry out the tasks expected of them? yes - 7; no - 6; D.K. - 1.

c) Do you think that teachers who were chosen to be facilitators felt free to turn the job down if they didn't want it?
yes - 9; no - 4; D.K. - 1.

d) Did you experience any difficulty trying to understand how to utilize the services of the facilitator?
yes - 12; no - 2.
If yes, please specify. EXPERIENCED DIFFICULTY UNDERSTANDING THE ROLE OF THE FACILITATOR - 10.

e) Did you suspect that the facilitator might be playing an evaluation role with respect to your classroom performance?

yes - 5; no - 9.

f) Do you think facilitators have favourite schools where they tend to spend more time?

yes - 5; no - 9.

g) Does having a facilitator limit or interfere with your classroom autonomy?

yes - 5; no - 9.

If yes, is this of concern to you?

yes - 4; no - 1.

h) Do you feel free to be perfectly frank with your facilitator in stating your views on:

i) the new Elementary Language Arts Program? yes - 9; no - 5.

ii) the role and performance of the facilitators in general? yes - 0; no - 14.

i) Do you think that a frank expression of your opinion opinion on the Teacher's Monthly Report might adversely affect the facilitator? yes - 12; no - 2.

69. On the whole, how would you characterize your relationship with your facilitator? Would you say

i)	very positive	4	iv)	somewhat negative	2
ii)	somewhat positive	6	v)	very negative	0
iii)	ambivalent	2			

IN-SERVICE

70. a) How many in-service sessions have you attended?

ALL SO FAR - 4; TWO OUT OF THREE - 8; ONE OUT OF THREE - 2.

b) To what extent did you feel free to raise questions about the program during these sessions? Would you say

i)	completely	2	iv) very little	1
ii)	to a considerable extent	4	v) not at all	4
iii)	to some extent	3		

c) Did you in fact bring up reservations you had during in-service sessions?

yes - 4; no - 10.

If no, why not? IT DIDN'T SEEM APPROPRIATE TO DO SO - 3;

I DIDN'T KNOW ENOUGH ABOUT THE PROGRAM TO COMMENT - 3.

d) Using the code: great, considerable, some, little, none, please indicate the value of these in-service sessions in helping you:

		great	considerable	some	little	none
i)	to understand the underlying philosophy of the program	0	1	6	4	3
ii)	to understand the objectives and methodology of the program	0	3	2	6	3
iii)	to utilize the textbook	0	0	5	4	5
iv)	to utilize the facilitator	0	3	2	6	3

	great	considerable	some	little	none
v) to utilize the resource centre	0	3	3	4	4
vi) to utilize the activity units	4	1	2	0	0
vii) to utilize new resource material	0	2	5	3	4
viii) to make new materials	3	4	3	2	1

RESOURCE CENTRES

71. a) Have you ever been to one of this school system's language arts resource centres?

yes - 14; no - 0.

b) If no, go to the next question.

If yes, for what purpose? FOR IN-SERVICE SESSIONS - 14.

c) While you were there, did you have time to examine the materials available?

yes - 14; no - 0.

d) What was your reaction to this resource centre? Would you say

i) very positive	3	iv) somewhat negative	1
ii) somewhat positive	6	v) very negative	0
iii) ambivalent	4		

e) Are these resource centres accessible to you in terms of:

i) distance? yes - 6; no - 8.

ii) time? yes - 1; no - 13.

f) Could materials currently available at these resource centres be better made available through I.M.C.? yes - 12; no - 2.

DEMONSTRATION LESSONS

72. a) Approximately how many times has your facilitator taught a demonstration lesson to your class this school year?
WEEKLY (GRADE 6) - 7; FOUR TO SIX TIMES (GRADE 2) - 4;
TWO TO THREE TIMES (GRADE 2) - 3.

b) What reaction did it receive from you class? Would you say

i)	very positive	6	iv)	somewhat negative	0
ii)	somewhat positive	3	v)	very negative	0
iii)	ambivalent	5			

c) Why was this the case? VERY POSITIVE OR SOMEWHAT POSITIVE: FELT IT WAS BECAUSE THE PROGRAM WAS NEW AND DIFFERENT - 9.

d) What sort of an arrangement did you have with the facilitator?

i) did she teach her lessons largely in isolation to what you were doing with your class at the time? yes - 14; no - 0.

ii) did she expect you to do preparation lessons prior to her demonstration lessons? yes - 0; no - 14.

iii) did she expect you to do a follow-up lesson to her demonstration lesson? yes - 6; no - 8.

iv) did she expect you to repeat her demonstration lesson sometime this year? yes - 0; no - 14.

e) Did you find these demonstrations realistic in terms of:

i) the amount of preparation involved? yes - 5; no - 9.

ii) the time taken to teach the lesson? yes - 5; no - 9.

iii) its appropriateness for your students? yes - 10; no - 4.

CONSULTATION

73. a) How frequently (or how many times) did the facilitator hold consultation sessions with you? WEEKLY OR EVERY TIME OUT - 2; 10 - 12 TIMES - 1; 4 - 6 TIMES - 2; 1 - 3 TIMES - 8; NONE - 1.

b) What usually was the subject of such discussions? MATERIALS - 6; LANGUAGE ARTS PROGRAM IN GENERAL - 3; DEMONSTRATION LESSONS - 2; IN-SERVICES - 1; P.I.P. - 1; N.A. - 1.

c) How much time did the facilitator spend discussing the following: (Code: great, considerable, some, little, none)

	great	considerable	some	little	none
i) the underlying philosophy of the program	0	1	0	4	9
ii) its objectives and methodology	0	1	2	7	4
iii) how to utilize the textbook	0	0	5	5	4
iv) how to utilize the resource centre	0	0	2	5	7
v) how to best utilize the facilitator's services	0	1	7	4	2
vi) how to utilize activity units	0	0	4	0	3
vii) how to utilize new resource materials	0	5	1	4	4

MATERIALS

74. a) On how many different occasions did the facilitator bring you new materials? ALMOST WEEKLY - 7; 1 - 3 TIMES - 5; 4 - 5 TIMES - 2.

b) Did she usually use these materials in her demonstration lessons? yes - 9; no - 5;

d) Did you find these materials relevant to what you were doing in your class at that particular time? yes - 5; no - 9.

d) Will you be able to use these materials eventually? yes - 14; no - 0.

FOR GRADE TWO TEACHERS ONLY

75. a) Have you had a chance to study the activity units that the facilitators prepared for grade two teachers? yes - 7; no - 0.

b) If no, why not? N.A.

If yes, have you attempted to use them with your class? yes - 7; no - 0.

i) If no, why not N.A.

ii) If yes, how valuable have you found them? (Code: great, considerable, some, little, none) GREAT - 4; CONSIDERABLE - 2; SOME - 1.

c) Do you think the preparation of such activity units was a valuable use of the facilitator's time? yes - 7; no - 0.

d) Have you been sufficiently trained in the use of these activity units? yes - 4; no - 3.

FOR GRADE SIX TEACHERS ONLY

76. a) On the basis of your knowledge of the activity units distributed to the teachers of grade two, how valuable would similar units be to you? Would you say

i) great	3	iv) little	0
ii) considerable	4	v) none	0
iii) some	0		

b) Have you read through the handout given to you at the first in-service?

yes - 2; no - 5.

77. a) Have you received a copy of the Elementary Language Arts Handbook published by the Department of Education?

yes - 8; no - 6.

b) If no, go on to the next question.

If yes, when? NEVER - 6; NOVEMBER-DECEMBER 1975 - 8.

c) Have you had a change to read it? yes - 7; no - 7.

d) If no, go on to the next question.

If yes, how thoroughly have you read it? Would you say

i) completely	0	iv) very little	0
ii) to a considerable extent	1	v) N.A.	7
iii) to some extent	6		

e) What was your reaction to this document? Would you say

i) very positive	0	iv) somewhat negative	3
ii) somewhat positive	2	v) very negative	0
iii) ambivalent	2		

f) Why did you feel this way? SOMEWHAT POSITIVE: IN BASIC AGREEMENT WITH IT - 2; AMBIVALENT: EXAMPLES NOT RELEVANT TO GRADE SIX - 1; D.K. - 1; SOMEWHAT NEGATIVE: DIFFICULT TO UNDERSTAND - 3.

78. a) Have you received a copy of the Program of Studies for Elementary Schools? yes - 9; no - 5.

b) If no, go on to the next question.
If yes, when? FALL 1975.

c) Have you read the section on Language Arts?
yes - 3; no - 6.

d) If no, go on to the next question.
If yes, how thoroughly have you read it? Would you say

i)	completely	1	iv)	very little	0
ii)	to a considerable extent	1	v)	not at all	0
iii)	to some extent	1			

e) What was your reaction to this statement? Would you say

i)	very positive	0	iv)	somewhat negative	1
ii)	somewhat positive	1	v)	very negative	0
iii)	ambivalent	1			

f) Why did you feel this way? SOMEWHAT POSITIVE: AGREE WITH IT BASICALLY - 1; AMBIVALENT AND SOMEWHAT NEGATIVE: NO GRADE-BY-GRADE BREAKDOWN OF OBJECTIVES - 2.

Section H: THE TEXTBOOK

This section of the interview deals with the various aspects of the new textbook series recommended by the Department of Education.

79. a) Which textbook series, recommended by the Department of Education for use with this course, were you given?
WORLD OF LANGUAGE - 14.

b) As far as you know, on what basis did the Department select this book for its recommended list?
D.K. - 10; CANADIAN CONTENT - 3; BOOK IS APPEALING - 1.

c) As far as you know, on what basis did the central office assign this textbook series to your school?
D.K. - 10; RANDOM - 4.

80. a) When were you first given this next textbook? 1973-1974.

b) When did you receive a complete class set?
EASTSIDE: 1974-75; WESTSIDE: 1975-76.

c) When did you receive your teacher's manual to accompany this textbook? USUALLY 1973-74 (WESTSIDE: ONE TEACHER IN APRIL 1976, ONE TEACHER NOT AT ALL).

d) How helpful was this teacher's manual to you. Would you say

i) great 0
ii) considerable 4
iii) some 4
iv) little 4
v) none 2

e) Have you read through this teacher's manual?
yes - 0; no - 14.

81. a) Did you receive any in-service training on the proper use of this textbook before attempting to utilize it?

yes - 0; no - 14.

b) If yes, go on to the next question.

If no, have you ever been in-serviced on the proper use of this textbook?

yes - 0; no - 14.

82. a) What was your very first reaction to this book, before attempting to utilize it? Would you say

i) very positive	2	iv) somewhat negative	5
ii) somewhat positive	5	v) very negative	1
iii) ambivalent	1		

83. a) Did this initial reaction change once you attempted to utilize the text?

yes - 10; no - 4.

b) If no, go on to the next question.

If yes, please indicate your subsequent reaction to this textbook. Would you say it was

i) very positive	0	iv) somewhat negative	7
ii) somewhat positive	1	v) very negative	1
iii) ambivalent	5		

NOTE: OF THE TEN PEOPLE WHOSE INITIAL REACTION HAD CHANGED, THREE INDICATED THE CHANGE WAS MORE POSITIVE, SEVEN SAID MORE NEGATIVE.

84. To what extent do you feel that your reaction to the Elementary Language Arts Program at the beginning of this year was affected by your first attempts to utilize this next textbook? Would you say

i) great	2	iv) little	1
ii) considerable	7	v) none	1
iii) some	2	vi) N.A.	1

85. a) Do you feel the say way about this textbook now?

yes - 9; no - 5.

b) If yes, go on to the next question.

If no, how would you now describe your reaction to this book? Would you say

i) very positive	1	iv) somewhat negative	5
ii) somewhat positive	2	v) very negative	0
iii) ambivalent	6		

c) Would you briefly explain why you feel this way now?

SUMMARY OF THE NEGATIVE FEELINGS TOWARD THE TEXT: NOT ENOUGH EXERCISES AND ACTIVITIES - 4; TOO MUCH EMPHASIS ON THE ORAL - 3. SUMMARY OF THE POSITIVE FEELING: FIND THE ACTIVITY UNITS OF VALUE - 2; IT'S MY JOB - 1.

FOR GRADE TWO TEACHERS

86. a) Do you think that not having a textbook to accompany the old Language Program made teaching it difficult for the classroom teacher? yes - 6; no - 1.

b) If no, go on to the next question.
If yes, please explain. INSUFFICIENT GUIDELINES FOR THE TEACHING OF LANGUAGE: HAVE TO PREPARE EXERCISES, ACTIVITIES AND LESSONS FROM SCRATCH - 6.

c) Has the new textbook you have been given solved this particular problem for you?
yes - 0; no - 6; N.A. - 1. Explain. LESSONS AND EXERCISES MUST STILL BE DEVELOPED BY THE TEACHER - 4; BUT BETTER THAN NO BOOK - 2.

d) Have the activity units you were given solved this particular problem? yes - 6; no - 0; N.A. - 1.

FOR GRADE SIX TEACHERS

87. a) From your perspective, was there anything wrong with the old textbook which accompanied the previous Language program?
yes - 6; no - 0; N.A. - 1.

b) If no, go on to part (d) of the question.
If yes, explain. TOO DULL AND DRY - 3; TOO MECHANICAL AND ANALYTICAL AN APPROACH - 2; NOT ENOUGH ON THE MECHANICS OF LANGUAGE AND TOO MUCH ORAL - 1.

c) Has this new textbook solved this particular problem for you?
yes - 4; no - 2; N.A. - 1.

d) Specifically, was the old textbook helping you to achieve the objectives of the previous Language program?
yes - 3; no - 3; N.A. - 1.

e) Could you teach directly from the old textbook?

yes - 2; no - 4; N.A. - 1.

88. a) Can you personally see any advantages to this new Language Arts textbook?

yes - 13; no - 1.

b) If yes, specify. MOTIVATES THE PUPILS - 9; MATERIALS ARE GOOD - 5.

89. a) Can you personally see any disadvantages to this next textbook?

yes - 14; no - 0.

b) If yes, specify. NOT ENOUGH EXERCISES - 11; TOO DIFFICULT (READING) - 4; NOT ENOUGH ON BASICS OF LANGUAGE - 3.

90. a) Specifically do you consider this textbook appropriate for the students you presently teach?

yes - 8; no - 6.

b) If no, why not? Explain. NOT ENOUGH EXERCISES - 2; VOCABULARY IS TOO DIFFICULT - 4.

91. a) Would the "proper" use of this textbook necessitate a change in your work load?

yes - 14; no - 0.

b) If no, go on to the next question.

If yes, to what effect? THE WORK LOAD IS HEAVIER - 14.

c) To what extent? Would you say

i)	great	3	iv)	little	0
ii)	considerable	9	v)	none	0
iii)	some	2			

92. a) Based on whatever knowledge you have of the alternatives available, would you have preferred to have been given one of the other textbook series recommended by the Department of Education?

yes - 3; no - 3; D.K. - 8.

b) If yes, which one? NELSON - 3; GINN - 1.

93. a) Who do you feel should be responsible for choosing the textbooks to be used in this school from the Department's list of recommended books?

i)	central office staff	0
ii)	the supervisor of Language Arts	0
iii)	the school principal	0
iv)	a committee of teachers from this school	14*
v)	the facilitator	0
vi)	the individual teacher	0

b) Why? TEACHERS HAVE THE PRACTICAL EXPERIENCE AND KNOWLEDGE OF PUPILS' NEEDS - 14.

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* OF WHOM SIX TEACHERS WOULD ALSO HAVE INCLUDED CONSULTATION WITH THE SUPERVISOR OF LANGUAGE ARTS.

94. To what extent do you depend on the new language arts textbook for the teaching of language arts in your class? Would you say

i) completely	0	iv) very little	7
ii) to a considerable extent	3	v) not at all	2
iii) to some extent	2		

95. a) How important is it that teachers have a clear understanding of the basic skills of language to be taught at each grade level? Would you say

i) extreme	12	iv) little	0
ii) great	2	v) none	0
iii) moderate	0		

b) Do you personally have a clear understanding of the basic skills of language to be taught to students at your grade level?

yes - 6; no - 8.

c) If no, why not? HAVE NOT SEEN THEM LISTED ANYWHERE - 8.

96. In terms of what you think is expected of you, how important is the integration of reading, spelling, handwriting and language to the implementation of this Elementary Language Arts Program at this time?

i) extreme	2	iv) little	4
ii) great	4	v) none	0
iii) moderate	4		

97. a) Have you ever tried to implement the new Language Arts Program?

yes - 14; no - 0.

b) If no, go on to the next question.

If yes, how did your students react to this program?

i) very positive	3	iv) somewhat negative	0
ii) somewhat positive	8	v) very negative	0
iii) ambivalent	3		

98. a) Have you received any reaction from parents in particular or the community in general, regarding the new Elementary Language Arts Program in this school system?

yes - 1; no - 13.

b) If yes, how would you describe this reaction? On the whole, would you say it was

i) very positive	0	iv) somewhat negative	0
ii) somewhat positive	0	v) very negative	0
iii) ambivalent	1	vi) N.A.	13

99. a) Have you ever taken university courses related to language arts which might have been of some assistance to you in teaching this new program?

yes - 2; no - 12.

b) If yes, when? 1971 - TWO TEACHERS.

Where? UNIVERSITY OF ALBERTA.

Which course? ELEMENTARY LANGUAGE ARTS METHODS COURSE - 1; LINGUISTICS - 1.

100. In summary, to what extent does the way you teach now differ from the way you taught previous to the introduction of this new Elementary Language Arts Program? Would you say

i) completely 0
ii) to a considerable extent 3
iii) to some extent 6
iv) very little 3
v) not at all 1

APPENDIX B

FACILITATOR'S QUESTIONNAIRE

FACILITATOR'S QUESTIONNAIRE

PART I

This questionnaire is intended to examine your perceptions of the new Elementary Language Arts Program and the various dimensions of the Edmonton Separate School System's Progress Implementation Process (P.I.P.).

6

Section A: ADOPTION OF THE INNOVATION

This section of the questionnaire deals briefly with the process leading up to the formal adoption of the new Elementary Language Arts Program.

1. As far as you know:
   a) Prior to the adoption of this program, was a formal and systematic assessment of the language arts "situation" ever carried out:
      i) at the provincial level? yes - 1, no - 2, D.K. - 12;
      ii) at the school system level? yes - 1, no - 4, D.K. - 10.
   b) Prior to the adoption of this program, was the full Language Arts Program ever piloted and evaluated before adoption:
      i) at the provincial level? yes - 0, no - 1, D.K. - 14;
      ii) at the school system level? yes - 0, no - 4, D.K. - 11.
   c) Did classroom teachers in the field have a significant input

into the process by which the Language Arts Program was adopted?

yes - 1, no - 12, D.K. - 2.

2. For the adoption process to be adequate, how much importance would you attach to the following:

   a) a systematic needs assessment

      i) extreme 7
      ii) great 7
      iii) moderate 1
      iv) little 0
      v) none 0

   b) piloting and evaluation of the program before general use

      i) extreme 6
      ii) great 7
      iii) moderate 2
      iv) little 0
      v) none 0

   c) participation by classroom teachers in the adoption process

      i) extreme 8
      ii) great 6
      iii) moderate 1
      iv) little 0
      v) none 0

Section B: THE PROGRAM

This part of the questionnaire covers your earliest experiences with the classroom teachers, your perceptions of the Language Arts Program itself and your understanding of the extent to which it is being implemented by these teachers.

3. a) When you first began to visit the teachers in your schools, what seemed to be their attitude to the new Language Arts Program?

i) very positive	1	iv) somewhat negative	4
ii) somewhat positive	3	v) very negative	0
iii) ambivalent	7		

b) Why was this the case?

POSITIVE: TEACHERS HAD HEARD OF THE WORK OF PREVIOUS FACILITATORS[1] - 4.

AMBIVALENT: TEACHERS GAVE LANGUAGE ARTS LOW PRIORITY - 3.

AMBIVALENT AND SOMEWHAT NEGATIVE: LACK OF CLARITY IN THE PROGRAM - 6.

4. a) By November 1975 (i.e., before the first in-service), how much effort were teachers making to implement this new Language Arts Program? Would you say

i) great	0	iv) little	9
ii) considerable	1	v) none	0
iii) some	5		

b) To what extent were teachers actually implementing the new program at that time? Would you say

i) completely	0	iv) very little	8
ii) to a considerable extent	0	v) not at all	1
iii) to some extent	6		

5. Briefly describe in your own words what you consider to be the fundamental characteristics of this new program in Language Arts

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[1] Author's note: Typical facilitator responses to open-ended questions have been recorded using upper case type.

which would distinguish it from the previous Language program.

i) IT IS MULTISENSORY - 5
ii) CHILD CENTERED - 5
iii) MORE GUIDANCE IS REQUIRED BY THE TEACHER - 3
iv) ACTIVITY UNITS ARE AVAILABLE - 3

6. On the basis of your experience with it, to what extent do you feel that this program is difficult to understand and implement without the aid of course units? Would you say

i) to a great extent 7
ii) to a considerable extent 3
iii) to some extent 3
iv) very little 2
v) not at all 0

7. To what extent do you feel that this new Language Arts Program can be altered to meet the various needs of different students, teachers and communities? Would you say

i) completely 2
ii) to a considerable extent 10
iii) to some extent 3
iv) very little 0
v) not at all 0

8. As you understand the intent of this program, how important is the integration of reading, spelling, writing and language to the implementation of the new Elementary Language Arts Program? Would you say

i) extremely 9
ii) greatly 5
iii) moderately 1
iv) of little importance 0
v) of no importance 0

9. a) From your experience with this program, to what extent do you think that the existing role of the teacher (i.e., prior to P.I.P.) would have to change in order for full implementation to take place.

i) great	2	iv) little	0
ii) considerable	11	v) none	0
iii) some	2		

b) Using the following headings please indicate in what respects teachers would have had to change:

i) attitudes: ADOPT A POSITIVE ATTITUDE TOWARD CHANGE IN GENERAL AND THIS PROGRAM IN PARTICULAR - 6, EMPHASIZE LANGUAGE - 2.

ii) knowledge: KNOWLEDGE OF VARIOUS ASPECTS OF THE PROGRAM - 7, KNOWLEDGE OF METHODOLOGY - 3, KNOWLEDGE OF SEQUENCING SKILLS - 3, THEORY OF LANGUAGE DEVELOPMENT - 3.

iii) skills and abilities: NEW METHODOLOGY - 1.

iv) work load: HEAVIER FOR TEACHER - 11.

v) other (specify): N.A.

10. How important is it that teachers have a clear understanding of the basic skills of language to be taught at each grade level? Would you say

i) extremely	12	iv) of little importance	0
ii) greatly	3	v) of no importance	0
iii) moderately	0		

11. a) By April 1976 (i.e., before the grade 2 activity units were available) did your teachers have a clear understanding of the basic skills of language to be taught to students at their grade level? yes - 2, no - 13. If no, why not?

THE OBJECTIVES OF THE PROGRAM WERE NOT PRESCRIBED ANYWHERE - 7.

b) Do you think teachers have a clear understanding of the basic skills of language to be taught to students at their grade level now? yes - 10, no - 5. If yes, why do you think so?

BECAUSE OF THE ACTIVITY UNITS - 8.

12. In order to fully implement this new program in Language Arts, to what extent will the classroom teacher have to change his or her methods of instruction? Would you say

i) completely 0
ii) to a considerable extent 6
iii) to some extent 9
iv) little 0
v) not at all 0

13. a) On the whole, to what extent do you think that your teachers are now utilizing the new Language Arts Program in their classes? Would you say

i) completely 0
ii) to a considerable extent 9
iii) to some extent 5
iv) very little 1
v) not at all 0

b) What makes you think so?

CONSIDERABLE EXTENT: TEACHERS' CLASSROOM DISPLAYS - 8.

SOME EXTENT OR CONSIDERABLE EXTENT: TESTAMONIALS OF TEACHERS - 7.

c) Do you see any problems standing in the way of the eventual full implementation of this innovation? LACK OF ON-GOING REINFORCEMENT - 6, A LACK OF LESSON PLANS AT EACH GRADE LEVEL - 3, SOME TEACHERS WHO ARE AGAINST CHANGE - 3, ELEMENTARY TEACHERS WITH INSUFFICIENT TIME - 2.

14. a) Are there significant differences among your schools regarding degree of implementation of this new program? yes - 14, no - 1.

b) If yes, have you been able to ascribe such differences to any particular factor or characteristic of the school: its atmosphere, students, staff or principal? yes - 12, no - 1. N.A. - 1. If yes, please explain. SOME SCHOOLS EMPHASIZE READING INSTEAD - 3, DEPENDS ON THE ATTITUDE OF TEACHERS AND THE TIME AVAILABLE TO THEM - 3, WILLINGNESS OF TEACHERS TO SHARE IDEAS - 3, DEGREE OF THE STAFF-ADMINISTRATION COMMUNICATION AND COOPERATION - 2.

Section C: THE FACILITATOR

This portion of the questionnaire deals with your professional experience, academic background, reasons for becoming a facilitator and your training to do this job.

15. a) For what grade are you a facilitator? grade 2 8, grade 6 7.

b) What position did you hold last year?

i) teacher 14 grade(s) taught SAME GRADE - 14

ii) assistant principal 0 grade(s) taught N.A.

iii) principal 1 grade(s) taught 7, 8, 9 (if any)

iv) other (specify) 0 grade(s) taught N.A.

c) Have you ever taught grade two? yes - 8, no - 0. If yes, when did you last teach this grade? LAST YEAR - 8.

Have you ever taught grade six? yes - 7, no - 0.

If yes, when did you last teach this grade? LAST YEAR - 6, 17 YEARS AGO - 1.

16. a) Have you ever been a facilitator before? yes - 0, no - 15. If yes, for which course? N.A. which grade? N.A. and when? N.A.

b) Have you personally ever had the help of a language arts facilitator while you were teaching? yes - 4, no - 11.

c) If yes, which grade? GRADE ONE - 2, GRADE THREE - 1, GRADE FIVE - 1. Did this experience help you understand the role of a facilitator this year? yes - 1, no - 3.

If no (to part b), have you tried to implement the new Language Arts Program on your own? yes - 6, no - 4, N.A. - 1. If yes, which grade? SAME GRADE AS THIS YEAR - 6. Was the experience a positive one? yes - 2, no - 4.

17. a) i) Did you actively seek this job as a Language Arts facilitator on your own initiative? 0.

ii) Or were you recommended for the position by someone? 7. If so, by whom (position)? CENTRAL OFFICE ADMINISTRATORS - 3, PRINCIPAL - 2, PREVIOUS FACILITATOR - 1, D.K. - 1. Why? DON'T KNOW - 5, SURPLUS OF TEACHERS - 1, FELT I COULD DO THE JOB - 1.

iii) Or did someone encourage you to apply for this job? 7. If so, who (position)? AREA SUPERINTENDENT - 3, PREVIOUS FACILITATOR - 3, PROJECT COORDINATOR - 1. Why? FELT I HAD THE EXPERIENCE - 2, HAD REQUESTED A TRANSFER - 2, LOOKING FOR A CHANGE - 1, RESIGNING ADMINISTRATIVE POST - 1, THOUGHT I MIGHT ENJOY THE EXPERIENCE - 1.

iv) Or did someone pressure you into taking this job? 1. If so, who (position)? ZONE SUPERINTENDENT. Why? CONVINCED ME IT WAS A LEARNING EXPERIENCE - 1.

b) At the time you were given this job as facilitator, did you honestly want it in preference to:

i) what you had been doing in the system last year?
yes - 13, no - 2.

ii) to any other teaching position in the system?
yes - 7, no - 4.

c) How would you describe your initial reaction to the idea of becoming a Language Arts facilitator? Would you say it was

i) very positive	7
ii) somewhat positive	5
iii) ambivalent	2
iv) somewhat negative	0
v) very negative	1

d) Why did you feel this way? THOUGHT IT WOULD BE A LEARNING EXPERIENCE FOR ME - 6, WANTED A CHANGE - 3, SAW IT AS A CHALLENGE - 2.

e) If you had not wanted this job to begin with, would you have felt free to turn it down? yes - 14, no - 1. If no, why not? IT MIGHT BE HELD AGAINST ME - 1.

f) Will you please state frankly just why you accepted the job of facilitator? LEARNING EXPERIENCE - 9, A CHANGE - 5, A CHALLENGE - 2, HAD TO TAKE IT OR LEAVE IT - 1, WAS TOLD IT WAS A REST - 1.

18. a) What do you believe were the most important criteria used in the selection of this year's facilitators? THE SOLUTION OF PLACEMENT PROBLEMS - 4, NO CRITERIA - 3, EXPERIENCE - 3, GOOD LANGUAGE ARTS TEACHER - 1.

b) Do you personally consider such criteria adequate? yes - 9, no - 1, D.K. - 1.

19. Using the code: extreme, great, moderate, little and none, please indicate what you think ought to be the importance of the following criteria in the selection of the facilitators:

	Extreme	Great	Moderate	Little
a) record as a classroom teacher in general	5	9	1	0
b) record as a teacher in Language Arts	5	8	2	0
c) creative ability	2	8	3	2
d) capacity for hard work	1	8	5	1
e) curriculum development skills	3	6	5	1
f) personality (ability to get along with others)	7	8	0	0
g) courses in the new Language Arts	2	3	8	2
h) leadership qualities (including organizational ability)	3	8	1	2
i) experience in the grade level involved	1	10	3	0
j) other (specify)	0	0	0	0

20. a) Have you ever taken university courses in Elementary Language Arts? yes - 8, no - 7.

b) Have you recently taken university courses which have proven to be of some assistance to you in understanding the new Language Arts Program and in helping you to carry out your duties as a facilitator? yes - 3, no - 12.

c) If yes, when? 1973, 1975, 1976. Where? UNIVERSITY OF ALBERTA. Which course(s)? READING, ENGLISH AS A SECOND LANGUAGE, EDUCATIONAL PSYCHOLOGY. How did it (they) help? EXPOSURE TO LANGUAGE ARTS MATERIALS - 1, LEARNED TO ESTABLISH SPECIFIC OBJECTIVES FOR EACH LESSON - 1, UNDERSTANDING COGNITIVE AND PERSONALITY DEVELOPMENT OF ADOLESCENTS - 1.

21. Do you personally feel that your professional experience and academic training (as of September 1, 1975) was sufficient for the requirements of this job as a facilitator of the Elementary Language Arts Program? yes - 9, no - 6. Explain. NO: INSUFFICIENT BACKGROUND IN LANGUAGE ARTS - 3, ONLY HAD EXPERIENCE AS A GUIDE, i.e., INSUFFICIENT DIRECTION - 5.

22. a) When you first started to visit the schools in October of 1975, did you have a clear picture of what you were expected to do as a facilitator? yes - 1, no - 14.

    b) If no, in what respect were your duties unclear to you at that time? I DID NOT KNOW WHAT MY DUTIES WERE, NEITHER DID THE TEACHERS - 10.

23. a) To what extent did you understand the new Language Arts Program back in October? Would you say

i) completely	0	iv) very little	8
ii) to a considerable extent	3	v) not at all	0
iii) to some extent	4		

    b) Specifically did you have a clear understanding of:

        i) what was expected of your classroom teachers? yes - 5, no - 10.

        ii) the specific objectives of the program at your particular grade level? yes - 3, no - 12.

        iii) the general goals of the program at your grade level? yes - 8, no - 7.

iv) the overall goals of the entire Elementary Language Arts Program? yes - 7, no - 8.

v) how the textbook was to be utilized by teachers? yes - 6, no - 9.

24. a) How long did the orientation period which was designed to prepare you for your job as facilitator last? THREE WEEKS (OVERALL).

b) Of this total time, how much was spent dealing with the following topics:

i) the philosophy and the theory behind the new Language Arts	3 days
ii) operationalizing the new program	3 days
iii) duties of the facilitators	1 day
iv) how to approach teachers (consultation)	1 day
v) how to teach a demonstration lesson	0
vi) how to prepare instructional materials	0
vii) locating and evaluating Language Arts materials	4 days
viii) identifying community resources	0
ix) how to utilize the textbook	0
x) other (specify)	0

c) What did you like best about this orientation program? COMPREHENSIVE LOCATION OF MATERIALS - 6, OPPORTUNITY TO WORK WITH OTHER FACILITATORS - 5, FREEDOM, FLEXIBILITY AND RELAXED ATMOSPHERE - 3, PHILOSOPHY AND THEORY OF THE PROGRAM - 2.

d) What did you like least about this orientation program? LACK OF CLEAR GUIDELINES AND OBJECTIVES FOR FACILITATORS - 11.

e) In light of the job you were expected to do, was this orientation program adequate in terms of:

  i) timing? yes - 6, no - 9. If no, when should it have been held? BEFORE SCHOOL BEGAN - 8.

  ii) duration? yes - 10, no - 5. If no, how long should it have lasted? SIX WEEKS - 2, FOUR WEEKS - 1, TWO WEEKS - 1.

  iii) topics covered? yes - 5, no - 9. If no, what topics should have been covered or dropped? SPECIFIC DUTIES OF FACILITATORS SHOULD HAVE BEEN INCLUDED - 8.

  iv) allocation of time to topics? yes - 5, no - 9. If no, how would you like to see this changed? MORE TIME ON DUTIES OF FACILITATORS - 4, MORE TIME ON USE OF TEXT BOOKS - 3, MORE TIME ON PRACTICAL CONSIDERATIONS - 3.

f) In summary, do you consider this orientation program to have been adequate for the training of facilitators?

yes - 4, no - 11.

25. How valuable would it have been for this year's facilitators to have met in September with the Language Arts facilitators from previous years? Would you say

i) great	10	iv) little	0
ii) considerable	3	v) none	1
iii) some	1		

26. a) Were you ever given a job description regarding your duties as a facilitator? yes - 4, no - 11.
    b) If no, did this cause you some concern? yes - 8, no - 2, N.A. - 5. Explain. YES, FELT INSECURE IN THE JOB - 6, TEACHERS FELT THREATENED BECAUSE THEY DIDN'T UNDERSTAND OUR DUTIES - 1.

27. a) How many schools do you serve as a facilitator? 4 - 11 SCHOOLS PER FACILITATOR.
    b) How many teachers do you serve? 11 - 20 TEACHERS.
    c) Do you feel that you have been spread too thinly with respect to:
       i) the number of schools served? yes - 7, no - 8.
       ii) the number of teachers served? yes - 7, no - 8.
    d) Are there in fact schools whose teachers see you less frequently than others? yes - 10, no - 5.
    e) If yes, what is the rationale for the allocation of your time among the schools? MORE TIME FOR THOSE WHO WANTED IT - 7.

28. a) Do you think teachers have experienced some difficulty in trying to understand how to utilize the services of the facilitator? yes - 15, no - 0.
    b) If no, go on to the next question.
       If yes, what makes you think so? TEACHERS DIDN'T KNOW WHAT THEY WANTED ME TO DO - 8.
       Why do you think this is the case? TEACHERS WERE NOT ORIENTED TO USE THE FACILITATORS - 7.

29. a) Do you think teachers should have been in-serviced on the role and proper use of the facilitators before facilitators were sent out to the school? yes - 12, no - 3.

b) Why (not)? YES, BECAUSE TEACHERS COULD NOT MAKE INFORMED REQUESTS OF THE FACILITATORS - 7, TEACHERS WOULD HAVE BEEN LESS THREATENED - 2, IT WOULD SAVE TIME BY ALLOWING FACILITATORS TO START EARLIER - 2.

30. a) Do you personally think that teachers on the whole believe that their facilitators have the competencies needed to carry out the tasks expected of the facilitator?

yes - 12, no - 2, D.K. - 1.

b) What makes you think so? YES, POSITIVE FEEDBACK - 4, FROM THE REQUESTS THEY MADE OF US - 3, TEACHERS THINK FACILITATORS ARE EXPERTS - 2.

31. Do you think the teachers you serve feel free to be perfectly frank with you in stating their views on:

i) the new Elementary Language Arts Program? yes - 13, no - 2.

ii) the role and performance of the facilitator? yes - 7, no - 7, N.A. - 1.

32. Do you think teachers frankly express their opinions on:

i) the Teacher's Monthly Report sheet? yes - 7, no - 7, N.A. - 1. What makes you think so? YES, POSITIVE FEEDBACK - 1, NO, BECAUSE TEACHER'S NAME IS ON THE REPORT AND THEY ARE AFRAID TO OFFEND - 3.

ii) the workshop evaluation forms? yes - 15, no - 0.

What makes you think so? YES, BECAUSE OF THE IMPERSONAL NATURE OF THIS FORM - 8, COMMENTS WERE BOTH POSITIVE AND NEGATIVE - 2, COMMENTS WERE ACCURATE IN MY OPINION - 2.

33. a) Do you feel like an "outsider" in most of the schools in which you serve as a facilitator? yes - 7, no - 8.

b) If yes, does this bother you? yes - 4, no - 3, N.A. - 8.

c) Would you have liked to have been given some preparation in human realtions to help you establish a good relationship with your teachers? yes - 10, no - 5.

34. In summary, how would you characterize your relationship with your teachers as a group? Would you say it is

i) very positive	8	iv) somewhat negative	0
ii) somewhat positive	6	v) very negative	0
iii) ambivalent	1		

35. a) Do you feel that you had a significant amount of freedom and flexibility in carrying out your role as a facilitator this year? yes - 15, no - 0.

b) If yes, do you personally approve of this arrangement? yes - 11, no - 4.

c) Despite this "freedom and flexibility" do you feel you would have benefited from more direction? yes - 13, no - 2.

Why (not)? YES, THIS WOULD HAVE PREVENTED PROBLEMS - 4, WE COULD HAVE BEEN A GREATER HELP TO TEACHERS - 2.

36. Do you feel that you now have a clear picture of what you are expected to do in carrying out your duties as a facilitator?
yes - 10, no - 5.

37. a) To what extent do you now understand the new Elementary Language Arts Program. Would you say

i) completely	1	iv) very little	0
ii) to a considerable extent	13	v) not at all	0
iii) to some extent	1		

b) Specifically do you now have a clear understanding of:
   - i) what is expected of the classroom teacher?
     yes - 14, no - 1.
   - ii) specific objectives of the program at your particular grade level? yes - 13, no - 2.
   - iii) the general goals of the program at your particular grade level? yes - 15, no - 0.
   - iv) overall goals of the entire Elementary Language Arts Program? yes - 10, no - 5.
   - v) how the textbook is to be utilized? yes - 15, no - 0.

d) Do you have any reservations regarding this Language Arts Program specifically with respect to its:
   - i) objectives: NOT SUFFICIENTLY CLEAR, TOO GENERAL - 5.
   - ii) content: TOO MUCH EMPHASIS ON ORAL SKILLS AT EXPENSE OF MECHANICS - 2, CONTENT IS JUST NOT CLEAR - 2.
   - iii) methodology: TEACHERS NEED MORE DIRECTION - 3.
   - iv) materials (textbook and commercial materials):

SHOULD HAVE BEEN MORE CAREFULLY SELECTED - 5, MATERIALS NOT ALWAYS AVAILABLE - 2, TEXT NOT BEING USED - 1.

38. a) Have you had serious reservations with respect to some aspect of the new Elementary Language Arts Program or P.I.P.?
yes - 10, no - 5.

b) If you were to have such reservations, would you personally feel free to frankly express these to central office authorities? yes - 9, no - 5, N.A. - 1.

c) If yes to part a), did you in fact do so?
yes - 3, no - 6, N.A. - 1. If yes, to whom did you speak?
PROJECT COORDINATOR - 3, CURRICULUM DIRECTOR - 1.
If no to part b), why not? SINCE OUR VIEWS WERE NOT SOUGHT, WE DIDN'T KNOW HOW COMMENTS WOULD BE RECEIVED - 4, IT IS THE LAST YEAR OF THE PROGRAM - 2.
Specifically, would the reluctance to do so be due to fear?
yes - 4, no - 1, N.A. - 10. Please explain. YES, MIGHT MAKE SUPERIORS LOOK BAD - 1, I MIGHT BE SEEN AS INCOMPETENT - 1, AFRAID TO DO SO ON MY OWN - 1.

39. a) How would you describe the relationship among members of your grade group of facilitators? Would you say on the whole it was

i) very positive	9	iv) somewhat negative	0
ii) somewhat positive	5	v) very negative	0
iii) ambivalent	1		

b) Do you think grade group cohesion is important to the successful use of facilitators? yes - 15, no - 0.

c) If yes, could the facilitators' orientation program have benefited from the inclusion of group dynamics?
yes - 11, no - 1, D.K. - 3.

40. Approximately what percentage of your working hours during a typical week as a facilitator were spent performing the following duties.

i)	teaching demonstration lessons	27%
ii)	consulting with your teachers	14%
iii)	travelling from one school to another and waiting to see teachers	15%
iv)	making materials for teachers	16%
v)	locating, ordering or examining materials	12%
vi)	planning, organizing (facilitator meetings, etc.)	16%

Section D: DEMONSTRATION LESSONS

41. a) Within P.I.P., what do you consider to be the primary purpose of the demonstration lesson? THE ILLUSTRATION OF THE USE OF NEW MATERIALS - 7, ILLUSTRATION OF NEW TEACHING TECHNIQUES - 5, SEE PROGRAM IN ACTION - 3.

b) On the average, how often did you teach a demonstration lesson for each of your teachers? 6 LESSONS OR LESS - 8, 12 - 16 LESSONS - 5, ONCE A WEEK - 2.

c) Usually, were these lessons taught largely in isolation to what the teacher was doing with his or her class at that time? yes - 11, no - 4.

d) If no, what arrangement did you have with the teacher?

I BEGAN THE CHAPTER, THE TEACHER DID FOLLOW UP WORK - 3,

I FITTED INTO WHAT SHE WAS DOING - 1.

e) On the whole, do you think that these demonstration lessons were realistic for the classroom teacher in terms of:

i) the amount of prepration time involved?

yes - 6, no - 8, D.K. - 1.

ii) the time taken to teach the lesson?

yes - 12, no - 1, D.K. - 2.

iii) its appropriateness for the children in the class?

yes - 11, no - 3, D.K. - 1.

42. a) Did a lack of familiarity with the classes you were expected to teach affect your attempts to make the lesson appropriate for the students? yes - 8, no - 6, D.K. - 1.

b) Did class discipline during demonstration lessons create any problems for you? yes - 4, no - 11.

c) On the whole, what was the reaction of pupils to your demonstration lessons? Would you say

i) very positive	13
ii) somewhat positive	1
iii) ambivalent	1
iv) somewhat negative	0
v) very negative	0

43. a) On the whole, how attentive were classroom teachers to your demonstration lessons? Would you say

i) completely	1	iv) very little	0
ii) to a considerable extent	8	v) not at all	0
iii) to some extent	5		

b) What was the reaction of teachers to your demonstration lessons? On the whole would you say

i) very positive	8	iv) somewhat negative	0
ii) somewhat positive	6	v) very negative	0
iii) ambivalent	1		

44. a) How many of your schools have failed to block timetable the language arts? (FACILITATORS REPORTED A TOTAL OF 23 SCHOOLS)

b) Did this affect your work? yes - 6, no - 8, N.A. - 1. If yes, explain. INSUFFICIENT TIME FOR FACILITATOR TO BE WITH THE TEACHER IN A LANGUAGE ARTS CLASS - 6.

c) How many of your schools have homogeneous grouping of children? 35.

d) Did this affect your work? yes - 4, no - 11. If yes, explain. LOWER HOMOGENEOUS GROUPS DIFFICULT TO MOTIVATE - 2, YOU NEED HOMOGENEOUS GROUPS BECAUSE OF THE RANGE OF STUDENTS - 1, LACK OF FLEXIBILITY RE. THE USE OF TIME - 1.

Section E: CONSULTATION

45. a) On the average, how often have you consulted with each teacher regarding some aspect of the Language Arts Program or P.I.P.?

TWICE MONTHLY - 7, TEN TIMES OR LESS - 3, ONCE PER WEEK - 1, N.A. - 4.

b) Have you experienced any difficulty in trying to find time for these consultation sessions? yes - 12, no - 3.

c) If yes, why? TEACHERS DON'T LIKE TO LOSE THEIR FREE TIME OR PREPARATION PERIODS - 6, TEACHERS ARE JUST TOO BUSY - 5, SOME TEACHERS QUESTION THE VALUE OF CONSULTATION - 1.

d) Have you ever held consultation sessions with your teachers during the following times:

i) before classes in the morning? yes - 13, no - 1, N.A. - 1.

ii) at recess? yes - 15, no - 0.

iii) noon hour? yes - 14, no - 1.

iv) during classtime? yes - 15, no - 0.

v) during teacher preparation periods? yes - 11, no - 4.

vi) after school? yes - 8, no - 7.

vii) other (specify) DURING IN-SERVICE SESSIONS - 3, VIA TELEPHONE - 4, ON ADMINISTRATIVE TIME - 1.

e) When do you usually hold consultation sessions with your teachers? ANYTIME - 6, RECESS - 3, JUST BEFORE OR AFTER CLASS - 3, DURING PREPARATION TIME - 2, NOON - 1, CLASSTIME - 1.

f) Is this arrangement satisfactory? yes - 6, no - 9.

g) Do your teachers mind losing preparation periods for consultation sessions with you? yes - 11, no - 4.

h) How important is it that time be arranged to allow teachers the opportunity to consult with their facilitators? Would you say

i) extremely 8 iv) of little importance 0
ii) greatly 5 v) of no importance 0
iii) moderately 2

46. a) Did your consultation with the teacher involve observing him or her teach? yes - 0, no - 15.

b) Do you think that observation of the classroom teacher is necessary if facilitator-teacher consultations are to be most fruitful? yes - 2, no - 13.

c) Why (not)? NO, TEACHERS WOULD FEEL THREATENED - 7, LESSONS WOULD BE UNREAL - 3.

d) Can you think of an alternative approach to teacher observation which would serve as a basis for facilitator-teacher consultation? JOINT PLANNING AND TEAM TEACHING APPROACH - 6.

47. Using the code: great, considerable, some, little or none, please indicate how much time you spent discussing the following with your teachers:

	great	considerable	some	little	none
i) the underlying philosophy of the program	0	3	8	4	0
ii) its objectives and methodology	0	3	10	2	0

	great	considerable	some	little	none
iii) how to utilize the textbook	2	4	8	1	0
iv) how to utilize the resource centres	2	3	5	5	0
v) how to best utilize the facilitator's services	0	7	7	1	0
vi) how to utilize the grade 2 activity units	1	4	1	2	0
vii) how to utilize new resource materials	2	8	3	1	1
viii) other (specify) - MADE CHARTS FOR TEACHERS	0	1	1	0	0

Section F: TEACHER IN-SERVICES

48. a) Was the timing of the teachers' first in-service satisfactory - 5, or should it have been earlier - 10, or later - 0.

b) Before the agenda had been distributed, what do you think teachers expected to learn at their first in-service? SOMETHING ABOUT THE PROGRAM - 5, DON'T KNOW - 4, GAMES 3, P.I.P. - 2, WHAT THEY HEARD FROM OTHER TEACHERS - 1.

c) Do you think they learned what they had expected? yes - 9, no - 4, D.K. - 2.

d) What makes you think so? BECAUSE OF THE POSITIVE COMMENTS ON THE EVALUATION FORMS - 4, THEY USED IN-SERVICE IDEAS - 2, THEY HAD REQUESTED GAMES - 1.

e) Do you have any reservations about the quality or effectiveness of this first in-service session? yes - 11, no - 4.

If yes, specify. TEACHERS COULDN'T INTERACT - 3, GAMES IN-SERVICE SHOULD HAVE BEEN LATER - 2, TOO LENGTHY - 2, NOT ENOUGH ON PROGRAM ITSELF (i.e.,CURRICULUM EXPERIENCES) - 2.

49. Keeping in mind the topics actually covered by all the teacher in-service sessions (workshops) held for your grade level this year, are they any topics which you would like to see

i) dropped from the in-service program? USE OF VIDEO TAPES - 2, LECTURES - 1.

ii) added to the in-service program? ACTIVITY UNITS OR LESSON PLANS - 4, TEACHERS SHARING IDEAS - 3, DRAMA AND LITERATURE - 2, USE OF COMMUNITY RESOURCES - 2.

iii) given greater priority (more time and effort) within the program? PROGRAM OBJECTIVES FOR EACH GRADE LEVEL - 6, PRESENTATION OF ACTIVITY UNITS OR LESSON PLANS - 2, MATERIALS - 2.

iv) given lower priority (less time and effort) within the program? THE MAKING OF GAMES - 3.

50. a) Do you think that three one-day in-service sessions were adequate for the preparation of teachers to implement this Elementary Language Arts Program? yes - 6, no - 9.

b) If yes, what makes you think so? TEACHERS HAVE ALL YEAR TO MAKE USE OF ACTIVITY UNITS AND GAMES - 2, NOT MEANT TO PREPARE TEACHERS COMPLETELY - 1, JUST NEED BETTER PLANNING - 1, IMPORTANT TOPICS WERE COVERED - 1.

c) If no, how many should there have been? FOUR IN-SERVICE DAYS - 8, FIVE IN-SERVICE DAYS - 1.

51. a) Do you think most teachers felt free to raise questions regarding the Language Arts Program or P.I.P. during these in-service sessions? yes - 8, no - 7.

b) What makes you think so? YES, BECAUSE THEY DID - 8. NO, IT WAS AN INTIMIDATING SITUATION FOR THEM - 4.

52. Using the code: great, considerable, some, little or none, please indicate the value of these in-service sessions in helping the teachers

	great	considerable	some	little	none
i) understand the underlying philosophy of the Language Arts Program	3	5	6	1	0
ii) understand the objectives and methodology of the program	3	5	5	2	0
iii) utilize the textbook	5	1	1	5	3
iv) utilize the facilitator	0	2	10	2	1
v) utilize the resource centres	2	3	8	2	0

		great	considerable	some	little	none
vi)	utilize the grade 2 activity units	3	5	0	0	0
vii)	utilize resource materials	2	5	6	2	0
viii)	make new materials	4	5	6	0	0
ix)	other (specify) COMMUNITY RESOURCES	0	1	0	0	0

Section G: OTHER ELEMENTS OF P.I.P.

This section of the questionnaire deals with the value of relevant documents, resource centres, instructional materials and activity units to the implementation of this program.

DOCUMENTS

53. Do you think that most of your teachers have read the following:

i) the Elementary Language Arts Handbook? yes - 3, no - 12.

ii) the Language Arts section of the Program of Studies?
yes - 4, no - 11.

iii) the teacher's guide to the textbook? yes - 4, no - 11.

iv) the handouts distributed during in-service sessions?
yes - 12, no - 3.

RESOURCE CENTRES

54. a) Have your teachers utilized the Language Arts resource centres for purposes other than in-service sessions? yes - 2, no - 13.

b) If yes, for what purposes? SUPPLEMENTARY MATERIALS - 1, CLASS WORK - 1. How often? HARD TO SAY - 2. If no, why not? NOT ACCESSIBLE - 10, FACILITATORS MADE IT UNNECESSARY - 2.

c) In your view, could materials currently available at these resource centres be better made available to teachers through the Instructional Media Centre? yes - 13, no - 2.

MATERIALS

55. a) Do you think that the $100 per teacher for the purchase of materials was a good investment for this school system? yes - 13, no - 2.

b) Why (not)? NO, TEACHERS LACKED THE KNOWLEDGE AND TIME REQUIRED TO ORDER MATERIALS SELECTIVELY - 2.

ACTIVITY UNITS

56. Based on your own knowledge as a classroom teacher, to what extent do you think that the teachers of grades one, three, four and five are currently using the new Elementary Language Arts Program? Would you say

i) completely	0	iv) very little	5
ii) to a considerable extent	1	v) not at all	0
iii) to some extent	8	vi) D.K.	1

57. a) Do you think that the full implementation of this new Language Arts Program without the aid of activity or course units would require that teachers become curriculum developers? yes - 15, no - 0.

b) If yes, is such an expectation realistic in your view? yes - 0, no - 15. Why (not)? NO, INSUFFICIENT TIME ON THE PART OF THE TEACHER - 15.

Section H: PROGRAM IMPLEMENTATION PROCESS

This portion of the questionnaire is an overview of P.I.P. intended to identify ways of improving this implementation strategy.

58. The following are components in this school system's Program Implementation Process (P.I.P.)

	Extreme	Great	Moderate	Little	None
i) in-service sessions for teachers	3	9	3	0	0
ii) resource centres	0	4	6	3	2
iii) facilitator's demonstration lessons	0	4	7	4	0
iv) facilitator-teacher consultations	1	3	8	3	0

		Extreme	Great	Moderate	Little	None
v)	new resource materials	2	3	8	2	0
vi)	activity units (for grade 2 teachers)	8	0	0	0	0
vii)	teacher preparation of materials (games, etc.)	0	7	5	3	0
viii)	other (specify) USE OF A.V. MATERIALS	0	1	0	0	0

a) Using the code: extreme, great, moderate, little or none, please indicate above how effective you think each of these components has been in helping teachers to understand and implement this new curricular program.

b) Which of these has been the most valuable component?
ACTIVITY UNITS - 8, CONSULTATION - 3, MATERIALS - 2, IN-SERVICES - 1, DEMONSTRATION LESSONS - 1.

59. a) As a strategy for the dissemination and implementation of curricular innovations, how might P.I.P. be improved?
SPECIFY THE DUTIES OF THE FACILITATOR AND HER RELATIONSHIP TO THE TEACHER - 9, FEWER SCHOOLS AND TEACHERS FOR EACH FACILITATOR - 3, IN-SERVICE TEACHERS IN SEPTEMBER - 2, IN-SERVICE TEACHERS ON THE PHILOSOPHY OF THE PROGRAM AND THE DUTIES OF FACILITATORS - 2, CONSULTATION TIME MUST BE PROVIDED - 2.

b) Do you think that adequate provisions have been made within the structure of P.I.P. to allow for a systematic on-going evaluation and adaptation of this strategy for the implementation of curricular innovations? yes - 5, no - 10. Explain. NO. EVALUATIONS FORMS ARE INADEQUATE - 5, THERE IS A LACK OF COMMUNICATION BETWEEN NEW FACILITATORS AND THOSE FROM PREVIOUS YEARS, AND A LACK OF COMMUNICATION BETWEEN FACILITATORS AND SUPERVISORY STAFF - 2.

c) Do you think that the implementation of new programs like this Language Arts Program requires a full time P.I.P. coordinator? yes - 15, no - 0. Why (not)? YES. FACILITATORS NEED GUIDANCE AND SUPPORT - 2, NEED RELIABLE MEANS OF FEEDING BACK INFORMATION ON EFFECTIVENESS OF PROGRAM TO THOSE RESPONSIBLE FOR IT - 4.

Section I: THE TEXTBOOKS

60. a) Do you tend to associate the new Language Arts Program with its textual materials? yes - 12, no - 3.

b) If no, go on to the next question.
If yes, with which textbook series do you tend to associate the program? WORLD OF LANGUAGE - 10, NELSON SERIES - 2.

c) To what extent do you tend to associate this text with the program? Would you say

i) completely	4	iii) to some extent	1
ii) to a considerable extent	7	iv) very little	0

61. a) To what extent do you think that teachers, who have been given the World of Language series, depend on this new textbook for the teaching of language (before the grade two activity units were available)? Would you say

i) completely 0
ii) to a considerable extent 2
iii) to some extent 1
iv) very little 11
v) not at all 1

b) Can whatever benefits which may be derived from the World of Language series, be obtained largely through the proper use of the teacher's guide to this text? yes - 6, no - 9.

62. Who do you think should be responsible for choosing from the Department of Education's list of recommended books, the textbook series to be used in a given school?

i) central office staff 0
ii) the Language Arts Supervisor 1
iii) the facilitator 0
iv) school principal 0
v) a committee of teachers from the school 7
vi) the individual teacher 1
vii) other (specify) FOUR DIFFERENT COMBINATIONS OF THE ABOVE 6

63. How important is it that teachers receive in-service training in the proper use of a new textbook before trying to use it on their own. Would you say it is.

i) extremely important 10
ii) of great importance 3
iii) moderately important 2
iv) of little importance 0
v) of no importance 0

Section J: PERSONAL

64. What personal and professional benefits have you derived from this experience as a language arts facilitator? NEW IDEAS AND KNOWLEDGE OF THE LANGUAGE ARTS PROGRAM - 9, KNOWLEDGE OF MATERIALS AND RESOURCES - 7, SEEING DIFFERENT SCHOOLS, PRINCIPALS, TEACHERS AND CHILDREN - 7, I ENJOYED THE PEOPLE WITH WHOM I WORKED - 5.

PART II

This brief questionnaire is a follow-up to the previous one which has not only identified a number of new issues but has also indicated the need to clarify some old questions as well. Please respond to all questions as fully and frankly as you possibly can.

Section K: THE PROGRAM

65. a) In your opinion, is the child's copy of the textbook (e.g., World of Language) needed in order to properly teach this new course in Language Arts? yes - 5, no - 10.

b) In your view, can this program be taught without the further development of the content found in the teacher's guide to the text? yes - 2, no - 13.

66. a) How important to this new Language Arts Program is the attempt to meet individual needs of students? Would you say

i) extremely	1	iv) of little importance	1
ii) greatly	10	v) of no importance	0
iii) moderately	3		

b) Can the demonstration lesson, as you understand it, be expected to show the classroom teacher how to operationalize the individualization of instruction? yes - 4, no - 10, N.A. - 1.

67. a) In order to fully implement the new Elementary Language Arts Program, in what ways would classroom teachers need to change their current (i.e., old) methods of teaching language? USE OF NEW MATERIALS - 5, STRUCTURE LESSONS TO MEET GOALS AT THAT GRADE LEVEL - 5, HIGHER PRIORITY FOR THE LANGUAGE ELEMENT - 4, MUST BEGIN WITH THE EXPERIENCES OF THE CHILD - 4, INTEGRATION OF THE LANGUAGE ARTS, ETC. - 3, MORE PUPIL PARTICIPATION - 1.

b) In terms of how this new program affects the day-to-day work of the classroom teacher in language, to what extent would you say that the essence of this change or innovation for the teacher is one of methodology? Would you say

i) completely	0	iv) very little	0
ii) to a considerable extent	13	v) not at all	0
iii) to some extent	2		

Section L: THE FACILITATOR

68. For what grade are you a facilitator? grade 2 8, grade 6 7.

69. Have you ever taken a university course which dealt specifically with the new Elementary Language Arts Program?
yes - 0, no - 15..
If yes, which course? N.A. Which university? N.A.

70. a) What was your education major at university?
NOTE: NO LANGUAGE ARTS MAJORS.
b) In which department did you take your degree?
ELEMENTARY EDUCATION - 5, SECONDARY EDUCATION - 8.
c) What was your last university degree or diploma?
M.Ed. - 2, B.Ed. - 10, Diploma - 1, N.A. - 2.
When did you receive it? 1963-1976.

71. When did you first read through the Department of Education's Language Arts Handbook? IN 1975 - 10, NOT YET - 3, N.A. - 2.

72. Did your appointment as a facilitator have anything to do with the following:

i) the surplus of classroom teachers? yes - 4, no - 11.

ii) the solution to a personality conflict? yes - 1, no - 14.

iii) a request for a transfer? yes - 5, no - 10.

73. a) At the time of your appointment as a facilitator, would you have preferred another position within this school system or outside it? yes - 4, no - 11.

b) If no, go on to question 74.

c) If yes, if you could have turned down this job at that time, would you have done so? yes - 4, no - 0.

d) If yes, why didn't you? NO OTHER POSITION AVAILABLE TO ME - 1, FELT IT WOULD BE AN ENRICHING EXPERIENCE - 1, RESPECT FOR AUTHORITY - 1, NEEDED A CHANGE - 1.

74. a) Whether or not you wanted the position then, at the time you were offered this job of facilitator did you feel that failure to accept it might be held against you? yes - 4, no - 11.

b) If yes, who might hold it against you? CENTRAL OFFICE STAFF - 4. What makes you think so? JUST A FEELING I HAD - 1, THEY SAID THEY WOULD NEVER MAKE ME AN OFFER AGAIN - 1.

75. Using the code: extreme, great, moderate, little or none, please indicate the importance of the following in your understanding of the duties of a Language Arts facilitator in the Fall of 1975:

a) the principle of having each teacher determine how to use your services. EXTREME - 5, GREAT - 9, MODERATE - 1.

b) exposing teachers to new resource materials and encouraging teachers to use such materials. EXTREME - 3, GREAT - 10, MODERATE - 2.

c) showing teachers how to utilize the new textbooks. EXTREME - 2, GREAT - 8, MODERATE - 4, NONE - 1.

76. As an alternative to demonstration lessons, how valuable to the implementation of new programs would you say a facilitator-teacher planning and team teaching approach would be? Would you say

i)	extremely	3	iv)	of little value	2
ii)	greatly	7	v)	of no value	0
iii)	moderately	3			

Section M: IN-SERVICE SESSIONS

77. Thinking back to the three in-service sessions held for the teachers of your grade this year, were the teachers as a group specifically asked how they felt about the new Language Arts Program or P.I.P. during:

i) the first in-service session?	yes - 3,	no - 12.
ii) the second in-service session?	yes - 3,	no - 12.
iii) the third in-service session?	yes - 2,	no - 13.

78. Taken as a whole, to what extent would you say that the questions which were raised by teachers during these in-services sessions constitute serious reservations about the Language Arts Program

or P.I.P.? Would you say

i) great	0	iv) little	4
ii) considerable	2	v) none	3
iii) some	4	vi) N.A.	2

Section N: IMPLEMENTATION

79. Have you had serious reservations with respect to some aspects of the new Elementary Language Arts Program or P.I.P. as a strategy for its implementation? yes - 11, no - 4.

If yes, go on to question 80.

If no, go on to question 81.

80. Did you, on your own initiative, ever personally bring these reservations to the attention of:

i) the coordinator of the project (i.e., the Supervisor of Elementary Language Arts)? yes - 5, no - 6.

ii) the Director of Curriculum? yes - 0, no - 10, N.A. - 1.

iii) other central office officials? yes - 0, no - 10, N.A. - 1.

Go on to question 82.

81. Despite the fact that you didn't have such reservations, if you were to have seen serious deficiencies in this new Language Arts Program or P.I.P., would you on your own initiative, have felt free to bring these to the attention of:

i) the coordinator of the project (i.e., the Supervisor of Language Arts)? yes - 4, no - 0. If no, why not? N.A.

ii) the Director of Curriculum? yes - 1, no - 3. If no, why not? IT'S THE PROJECT COORDINATOR'S JOB - 3.

iii) other central office officials? yes - 1, no - 3. If no, why not? IT'S THE PROJECT COORDINATOR'S JOB - 3.

82: Assuming that you had serious reservations regarding the Language Arts Program or P.I.P., would you have felt free to frankly express your views on these matters if specifically requested to do so by the following:

i) the coordinator of the project? yes - 14, no - 1.

ii) the Director of Curriculum? yes - 12, no - 3.

iii) other central office officials? yes - 11, no - 4.

APPENDIX C

DIAGNOSTIC TEACHING THROUGH ANALYSIS OF THE TASK

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DIAGNOSTIC TEACHING THROUGH ANALYSIS OF THE TASK

1. Set objective(s) for language learning(s). The objective for the language learning arises out of the assessed language needs of the child and is consonant with the general objectives for the language arts. For example, if the child needs to further develop his ability to compare objects, as noted through previous analysis of his work, the objective for a language lesson would reflect that need.

2. Design language task. The language task is then set. For example, "Orally compare a volleyball and a football for your younger sister." The task must have a specific purpose set for it as in this example. If a grade six pupil is asked to compare a volleyball and a football, or, as in one of the sample units, to describe a screwdriver, the task may lack any interest or purpose for him. As a result it won't tell the teacher much about the child's ability to describe nor will it be easy to set criteria for analysis. Setting a task that the child sees as meaningful is essential.

3. Set criteria for analysis. The criteria which you establish for analysis should be realistic for the child(ren) you are teaching and pertinent to the task which you have set. For example, using the task set above, it is reasonable that you should consider: the child's ability to focus on the task you have set, his description of the physical attributes of both objects, his precision in use of vocabulary which is understandable to his younger sister, his ability to describe the function of each ball and to compare their functions.

4. Collect sample(s) from child(ren). Samples of children's expression go beyond written material. Samples may include teacher's observations of pupil responses, recording of oral presentations, anecdotal records of individual or group activities, videotaping of student movement and dramatic portrayals, mental notes of the way a child sings, or the way he responds to a question. The samples collected are dependent on your purpose. For example, in following up a specific identified need on the part of a child or a small group of the whole class, appropriate samples would be collected to enable you to determine whether or not your teaching has met that identified need.

5. Examine sample(s) carefully using the criteria. The written criteria for a task form the necessary basis for examining any child's expression. However, there are always unwritten criteria which must be considered when examining a student's work. What should we expect from this particular child in light of his past development? Are we avoiding the imposition of adult standards of expression on this child? Are we avoiding unnecessary comparison of this child with the rest of the class?

6. Diagnose strengths and areas where there is need for further development. The diagnosis of strengths is necessary for at least three reasons. Your awareness of the child's strengths shows you the extent to which the child is developing in his communicative ability, and the extent to which your tasks are understandable and appropriate for that child. Strengths are also the basis for praise of the child's endeavors and the foundations on which other learnings develop. In diagnosis we are asking what competence the child brings to the task so that we can take him further.

   The areas of need for further development give direction to the next language encounter - its objective and design. These needs may suggest aspects of communication where the child is progressing but not as fast as in other areas, or they may suggest that the child's competence has not been adequately tapped - that if the tasks were designed differently we would find that the child has some skill in that area.

7. Plan instruction specific to identified needs.
   (a) chart individual needs, (b) chart group needs. On the basis of individual needs which are determined through diagnosis, instruction can be planned. When more than one student shows a need in one area, instruction can be directed to a group. Planning for instruction in language arts requires that you know the relationship between learning activities and learning effects.

8. Teach child(ren) needed skill(s). Once the language needs of the child have been identified and the type of instruction determined, then his interests should be considered in designing specific procedures and activities to meet those needs. For example, in the first sample unit (Year Two - Description) the specific activities required in Step 7 (page 68) include experiences designed to develop use of more visual sense. For the particular child, collecting and viewing all different available tools, and listening to other children tell about tools are some of the specific activities based on that child's interests and planned to develop his visual senses. The provision of a variety of experiences for achievement of the diagnosed needs through instructional activities is recommended. A knowledge of a variety of methodologies and types of classroom organization facilitates the teaching of needed skills. For example, the inductive method should be used frequently in small groups and

individual teaching situations. Other teaching strategies are discussed in Chapter VII.

9. Recycle. The diagnostic procedure is repeated for the same objective, if necessary, or for a new objective. Other samples are collected and analyzed and teaching encounters developed.

The diagram depicting the steps in the diagnostic procedure begins with setting objectives for the language learning. For your first language arts lesson of the year and only the first lesson, you may wish to begin with Step 2. In other words, before you teach a lesson you may want to collect samples of children's work and identify certain language needs as the basis for your first lesson. Out of the samples collected during your first teaching lesson can arise the objectives which are a necessary part of the diagnostic cycle.

Diagnosis of the child's strengths and needs is tremendously important in language arts. The foregoing procedure for diagnosis is crucial to recognizing and meeting the child's language needs. Once you have followed the steps in detail and fitted your past teaching activities into this framework you will find that diagnosis is not an added burden nor does it take too much more time. Your increased skill in using the diagnostic approach and in getting better results will make it worthwhile. (Elementary Language Arts Handbook, 1973, pp. 62-64)